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ABSTRACT

The Subcommittee on Aging of the House of Representatives was provided with information on the administration's plan to eliminate the older workers jobs program authorized by Title V, Older Americans Act. Testimony for each hearing begins with opening statements by members of the subcommittee. Statements follow from approximately 40 witnesses and audience participants representing program participants; Ohio Green Thumb; Office of Management Assistance, U.S. Employment and Training Administration; Director of Old Worker Program; Federal Council on the Aging Evaluation of the Title V program; National Committee on Careers for Older Americans; Massachusetts Association of Older Americans; Affairs of the Elderly, City of Boston; New York City Department for the Aging; and former Title V employees. Appendixes include submissions by 11 members, Select Committee on Aging, and 7 interested members of Congress; statements from 8 national organizations; and additional material received for the record from the Boston and Astoria hearings. (YLB)

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ADMINISTRATION'S PLAN TO ELIMINATE OLDER WORKERS JOBS PROGRAM

HEARINGS

BEFORE THE

SUBCOMMITTEE ON RETIREMENT INCOME AND EMPLOYMENT

OF THE

SELECT COMMITTEE ON AGING HOUSE OF REPRESENTATIVES

NINETY-SEVENTH CONGRESS

SECOND SESSION

FEBRUARY 25, 1982, WASHINGTON, D.C.;
FEBRUARY 19, 1982, BOSTON, MASS.;
AND FEBRUARY 22, 1982, ASTORIA, N.Y.

Printed for the use of the Select Committee on Aging

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CONTENTS

MEMBERS' OPENING STATEMENTS—FEBRUARY 25, 1982

Page

Chairman John L. Burton 1
Geraldine A. Ferraro 3
Gregory W. Carman 5
Tom Lantos 6
Mike Synar 7
Barney Frank 8
Hal Daub 26
William C. Wampler 43

CHRONOLOGICAL LIST OF WITNESSES

Ethel Federoff, Title V participant, Economic Opportunity Council, Senior Community Service Employment Project 10
Mildred Davis, area supervisor, Ohio Green Thumb 12
Mildred H. Frix, Annandale, Va 14
Queen Esther Lewis, senior aide, Minneapolis, Minn 18
Hon. Patricia Schroeder, a Member of Congress from the State of Colorado 28
Robert Jones, Administrator, Office of Management Assistance, U.S. Employment and Training Administration, U.S Department of Labor; accompanied by Paul Mayrand, Director, Old Worker Program, U.S. Department of Labor 32
Dr. Solomon G. Jacobson, vice president, Morgan Management Systems, Inc., and principal investigator for Federal Council on the Aging Evaluation of the Title V program 45
Arthur S. Flemming, Chairman, U.S. Commission on Civil Rights, and chairman, National Committee on Careers for Older Americans 49

MEMBERS' OPENING STATEMENTS—FEBRUARY 19, 1982

Chairman Barney Frank 55
Edward J. Markey 56
Joe Moakley 58

CHRONOLOGICAL LIST OF WITNESSES

Thomas H. D. Mahoney, Ph. D., secretary of elder affairs, Commonwealth of Massachusetts 60
Esther Gold, senior employment coordinator, Bristol County Home Care, Bristol County, Mass 62
Frank Manning, president, Massachusetts Association of Older Americans 63
Rachel Lieberman, commissioner, Affairs on the Elderly, City of Boston 64
Mary L. Chace, senior aide, Fall River, Mass 70
Sumner Morrison, senior aide, Newton, Mass 71
Marie Hadfield, former senior aide, Westport, Mass 72
Frank Brodsky, senior aide, Brookline, Mass 73
Maude Balch, silver haired senator, Norfolk, Bristol, and Middlesex 74

AUDIENCE PARTICIPANTS

John E. Shaw, chief, Seekonk Fire Department, Seekonk, Mass 80
Gloria Lane, Boston, Mass 82

Page

Edward Lubin, senior aide, Chelsea, Mass 82
Sam Messina, president, Southwest Boston Senior Services, Boston, Mass 83
Frances Olrich, cochairman, Urban League of Boston, Mass 84
John Campbell, executive director, Old Colony Elderly Services, Inc., Brockton, Mass 85
Daniel Madio, Elder Services of the Merrimack Valley, Inc., Lawrence, Mass... 86
Edward Perett, alternative services coordinator, Senior Home Care Services, Boston III, Inc., Boston, Mass 87
Billy Garrigan, senior aide 88
Jack Fisher, attorney, Cambridge and Somerville Legal Services 88
Gene Boriarty, senior aide 88

MEMBERS' OPENING STATEMENTS—FEBRUARY 22, 1982

Geraldine A. Ferraro 91
Mario Biaggi 93

CHRONOLOGICAL LIST OF WITNESSES

Carol Bellamy, city council president, New York, N.Y 95
Janet S. Sainer, commissioner, New York City Department for the Aging 98
Denis Butler, assemblyman, State of New York 112
Janet Kennedy, director, Astoria Senior Citizen Center; affiliated with Catholic Charities, Diocese of Brooklyn 115
Erica M. Crandall, program director, Woodside Senior Assistance Program, Woodside, N.Y 121
Agnes Connelly, senior aide, Woodside Senior Assistance Program, Woodside, N.Y 123
Victoria Acosta, former Title V employee 125
Esther Travers, Project Renew, Title V, NYC Department for the Aging 127
Phyllis Hoover, former Title V employee, Bronx, N.Y 132
Henry Cheng-Cheng, former Title V employee 133

APPENDIX I

SUBMISSIONS BY MEMBERS, SELECT COMMITTEE ON AGING

Materials submitted by the Hon. John L. Burton, a Member of Congress from the State of California, and chairman, Subcommittee on Retirement Income and Employment, of the Select Committee on Aging 137
Statement and materials submitted by the Hon. Thomas J. Downey, a Member of Congress from the State of New York 143
Material submitted by the Hon. Mike Synar, a Member of Congress from the State of Oklahoma 151
Material submitted by the Hon. Tom Lantos, a Member of Congress from the State of California 157
Material submitted by the Hon. Ron Wyden, a Member of Congress from the State of Oregon 166
Material submitted by the Hon. William C. Wampler, a Member of Congress from the State of Virginia, and ranking minority member, Subcommittee on Retirement Income and Employment of the Select Committee on Aging... 170
Statement and material submitted by the Hon. Norman D. Shumway, a Member of Congress from the State of California 177
Statement and material submitted by the Hon. James M. Jeffords, a Member of Congress from the State of Vermont 180
Material submitted by the Hon. Gregory W. Carman, a Member of Congress from the State of New York 183
Material submitted by the Hon. Matthew J. Rinaldo, a Member of Congress from the State of New Jersey 196
Statement of Hon. William D. Ratchford, a Member of Congress from the State of Connecticut 198

SUBMISSIONS BY INTERESTED MEMBERS OF CONGRESS

Statement of the Hon. Roy Dyson, a Member of Congress from the State of Maryland 199

Page

Letter from Hon. Roy Dyson to Chairman John L. Burton, submitting White House correspondence pertaining to Title V elimination 201
Members statements submitted by the Hon. Gregory W. Carman, a Member of Congress from the State of New York:
Hon. Manual Lujan, Jr., a Member of Congress from the State of New Mexico 202
Hon. Bill McCollum, a Member of Congress from the State of Florida 203
Hon. Donald J. Mitchell, a Member of Congress from the State of New York 203
Hon. Claudine Schneider, a Member of Congress from the State of New Hampshire 204
Hon. C. W. Bill Young, a Member of Congress from the State of Florida 205

STATEMENTS FROM NATIONAL ORGANIZATIONS

Asociacion Nacional Pro Personas Mayores, Los Angeles, Calif., Carmela G. Lacayo, president/executive director, statement 206
National Association of Area Agencies on Aging, Washington, D.C., Raymond C. Mastalish, executive director, letter 208
National Association of State Units on Aging, Washington, D.C., Daniel A. Quirk, executive director, statement 209
National Caucus and Center on Black Aged, Inc., Washington, D.C., Samuel J. Simmons, president, statement 212
National Council of Senior Citizens, Washington, D.C., William R. Hutton, executive director, letter and statement 213
National Farmers Union, Washington, D.C., Ruth E. Kobell, legislative assistant, statement 217
National Retired Teachers Association/American Association of Retired Persons, Peter W. Hughes, legislative counsel, statement 222
National Urban League, Inc., Washington, D.C., Maudine R. Cooper, vice president, Washington operations, statement 224

APPENDIX II

BOSTON HEARING OF FEBRUARY 19, 1982

Additional material received for the record:
Jewish Community Housing for the Elderly, Brighton, Mass., Ellen Feingold, executive director, letter 233
The Commonwealth of Massachusetts, Bunker Hill Community College, Boston, Mass., Frances Olrich, coordinator, Education for Aging, letter and statement with attachments 233
Seekonk Public Libraries, Seekonk, Mass., Sharon E. St. Hilaire, library director, letter 243
Urban League of Eastern Massachusetts, Inc., Boston, Mass., Lynne Williams, administrator, Seniors in Community Service program, letter and statement 244
Attachments to the prepared statement of John E. Shaw, chief of department, Fire Department, Seekonk, Mass 246
Attachments to the prepared statement of Daniel Madio, director, Senior Aides of the Merrimack Valley, Lawrence, Mass 248
Rose S. Levin, Brighton, Mass., letter 254
William L. Jackson, director, Title V, Senior Community Services Employment Program, Department of Elder Affairs, Boston, Mass., letter 254
Max Harrelson, director, New England Green Thumb, statement 251

APPENDIX III

ASTORIA, N.Y. HEARING OF FEBRUARY 22, 1982

Additional material received for the record:
Rose Rothbart, Jackson Heights, N.Y., letter 265

ADMINISTRATION'S PLAN TO ELIMINATE OLDER WORKERS JOBS PROGRAM

THURSDAY, FEBRUARY 25, 1982

HOUSE OF REPRESENTATIVES,
SELECT COMMITTEE ON AGING,
SUBCOMMITTEE ON RETIREMENT INCOME AND EMPLOYMENT,
Washington, D.C.

The subcommittee met, pursuant to notice, at 9:30 a.m., in room 2203, Rayburn House Office Building, Hon. John L. Burton (chairman of the subcommittee) presiding.

Members present: Representatives John L. Burton of California, Ferraro of New York, Synar of Oklahoma, Frank of Massachusetts, Lantos of California, Wampler of Virginia, Hendon of North Carolina, and Carman of New York.

Also present: Representatives Oakar of Ohio and Daub of Nebraska.

Staff present: Valinda Jones, staff director, Allen Johnston, professional staff, Michele Irving, staff assistant, Nancy E. Hobbs, minority staff director, and Mary E. Garver, minority staff assistant.

OPENING STATEMENT OF CHAIRMAN JOHN L. BURTON

Mr. BURTON. The subcommittee will please come to order.

Today's hearing is called to find out the answer to one simple question, why the Reagan administration wants to eliminate the older workers jobs program which is authorized by title V of the Older Americans Act.

This program keeps more than 54,000 low income elderly people off of the public assistance roll, providing them with part-time community service jobs in State and local governments and nonprofit organizations.

Before this program was enacted, many of these people depended on the SSI program, food stamps, and general assistance in order to survive. If these jobs are taken away, as would seem to be the plan of the administration, thousands of older workers would lose income and taxpayers would lose dollars because these workers would be placed on the welfare rolls. Other needy groups would be losing the services that communities cannot replace as a result of other budget cuts.

In San Francisco alone, 230 needy elderly people will be dropped from the job programs and possibly be shoved on to public assistance.

I would ask unanimous consent to make my complete statement a part of the record.

[The prepared statement of Chairman John L. Burton follows:]

PREPARED STATEMENT OF REPRESENTATIVE JOHN L. BURTON

Once again, President Reagan has decided to pull the rug out from under the elderly poor. This time he wants to kill the public service jobs program for low-income older Americans.

This hearing was called to find out why the administration wants to eliminate the older workers jobs program authorized by title V of the Older Americans Act.

The older worker program keeps over 54,200 low-income elderly people off public assistance by providing them part-time community service jobs in State and local governments and nonprofit organizations. Before title V, many of these people depended on SSI, food stamps, or general assistance to survive.

The administration says that, instead of continuing the title V jobs program, it will include older workers in "proposed new legislation aimed at serving special targeted groups." But a January draft of this proposal shows that older workers would be competing with at least eight other needy groups (such as Indians, migrants, and displaced homemakers) for only $200 million. That entire amount is only two-thirds of what the title V older worker program would need to continue in fiscal year 1983.

What's more, none of the money in the administration's new proposal could be spent on public service jobs. No matter how much of the new program is targeted on older people, older workers will still be thrown off their jobs.

Take away these jobs, and thousands of older workers lose income; taxpayers lose more because of higher welfare payments; and other needy groups lose services that their communities can't replace because of other Reagan cuts. In San Francisco alone, 230 needy elderly will be dropped from their jobs and probably shoved onto public assistance if title V is killed. The city—and agencies like the Bayshore Child Care Center, San Francisco Senior Centers and the Independent Living Project—will lose over $1 million dollars in services. Statewide, more than 4,200 jobs and over $22 million will disappear.

Killing the older worker program is senseless and, apparently, indefensible.

Originally we expected Assistant Secretary of Labor Angrisani to be our first witness. But last Thursday, the Department of Labor told us that their new training program was not ready yet, so they would not send a witness to our hearing. Frankly, I'm outraged by that. The subcommittee has documents from last fall showing that the Department of Labor intended to kill the title V program in fiscal year 1983. The President's budget certainly says the program is doomed. If they had enough information to make that decision when they were drawing up the budget they should have enough information to come before this subcommittee and defend themselves.

Yesterday we were asked to postpone this hearing or continue it another day when the administration was ready to comment on all the details of its proposals. That is not possible. However, after we hear from the panel of title V older workers we will have the opportunity to question a representative of the Department about the general philosophy behind the administration's decision.

Maybe the presentations we will hear today, and the information that the subcommittee members acquired during their recent field hearings and town meetings on the title V program, will persuade the administration to back off this senseless decision. I hope so, for the sake of the thousands of elderly who would rather get a pay check than an SSI gold check.

Mr. BURTON. I would like to say that initially we had hoped that the Assistant Labor Secretary, Albert Angrisani, would be our first witness, but last Thursday the Department of Labor told us that their new program was not ready yet, so they would not send a witness.

I find it to be very disconcerting that the executive branch of Government would consistently do this to the legislative branch of Government. They refer to cuts and new programs in their budget, and these are reported in the news, then they do not have the specific legislative enactments so the Congress can take these into consideration. This has happened not only with this administration but unfortunately with the previous administration as well.

It is a nonpartisan way in which the executive branch on occasion treats congressional committees.

At this I yield for an opening statement to Ms. Ferraro.

STATEMENT OF REPRESENTATIVE GERALDINE A. FERRARO

Ms. FERRARO. Thank you, Mr. Chairman.

I want to commend you for holding this important hearing today on the older workers jobs program.

I would also like to express my appreciation to you for allowing me the opportunity to hold a field hearing in my district on the title V program this past Monday. That complete record will become part of this hearing's record, but I would like to share with you some of the things that came out of that hearing on Monday.

[See p. 91 for Astoria, N.Y., hearing.]

Ms. FERRARO. Janet Sainer, commissioner of the New York City Department for the Aging, testified on the importance of the program to New York. The title V program is the last Federal employment program directed to low-income older people in the country. Less than a year ago in New York City, 800 older people lost jobs when CETA was eliminated. In the same year, another 800 older workers became unemployed with the demise of the title X job opportunity program. This number would have been much greater if the city had not picked up some of the positions.

Now New York City faces the need to begin planning to end gainful employment for another 900 men and women if the President's proposals are adopted. This time New York City will not be able to pick up some of the positions.

I would like to give you some statistics on the value of the title V program in New York City.

Over 37,000 hours annually of light housekeeping, shopping, and escort services to the frail and elderly in their homes are provided by title V workers. Over 100 frail elderly would no longer receive such services if title V is eliminated.

That of course leads to the next question. Do you then institutionalize them and how much does it cost to put a person in an institution?

In New York, it is believed that the cost is $24,000 per year to institutionalize an individual.

In addition, 143,000 hours of meals preparation, serving, and delivery for both come and get and home-delivered meals are provided by title V workers. 60,000 meals a year would be jeopardized if title V were terminated.

Title V workers also provide 172,000 hours to older clients by giving assistance with entitlement, outreach, and referral, and 106,000 hours to recreation senior centers helping to organize and carry out a wide variety of educational, cultural activities.

New York City Department for the Aging initiated a project called Project Renew. This program has placed a dozen title V workers in New York State Job Service offices throughout New York City to advise and counsel older job seekers. Title V workers received intensive training from the New York State Job Service to function as older worker specialists. Their purpose is to place older workers in unsubsidized positions if these become available.

According to reports from supervisors of Project Renew, these older workers are outproducing many of their younger, more experienced coworkers.

Those who attended the hearing in New York heard testimony from New York State Assemblyman Dennis Butler. Dennis is the chairman of the Subcommittee on Special Problems of the Aging for the New York State Assembly.

I would like to quote part of his statement to you:

> New York State is making considerable effort to fill its obligations to our senior citizens. As Chairman of the Assembly's Subcommittee on Special Problems of the Aging, I believe I have been able to act as a catalyst in this regard. However, given the effects of Reaganomics on the state and city budgets and the vying for available dollars which is taking place, I think it is unrealistic to feel that the State can fill the void created by the apathy of the Reagan Administration.

Mr. Chairman, this means that 4,028 older New Yorkers will lose their jobs if the President's budget proposal is adopted.

We heard testimony from senior citizen center directors. They unanimously agreed that title V workers are invaluable as a support to the senior centers. It would be safe to say that many of the services provided in these senior centers would be severely curtailed, and in cases eliminated if the Administration's proposal to eliminate title V is adopted.

Janet Kennedy, Director of Astoria Community Senior Center where Monday's hearing was held, described a program which that center's title V enrollees set up and operates. It is called Project We Care. This project provides daily telephone reassurance to homebound senior citizens. They call and say, "Look, we are here. Don't feel lonely. We care about you."

That program has, on two separate occasions, because the title V person calling the home, saved lives. They actually called to get a doctor to save the lives of two elderly people. Do we as a Government care about the older people of this country? How much are those lives worth? Had that title V worker not been on the phone as part of this project, two people would be dead.

The last group of people we heard from at Monday's hearing were the older workers who are either currently enrolled in title V or have recently been transitioned into the private sector.

These witnesses all agreed that the title V program provided them with a sense of dignity.

Older Americans do not want to be on welfare. They do not want to receive food stamps. They want to go out and work and support themselves. Title V has given them that opportunity.

One criticism the Reagan administration makes about the title V program is that it does not place older Americans in private sector jobs. Despite what Reaganomics has done to the job market, that is pure poppycock. I thought that was the safest word I could use.

Let me recount the testimony of Victoria Acosta, one of the witnesses who appeared before our committee. Prior to 1972, Ms. Acosta had worked as a barmaid for 15 years in New York City. In 1972 she became ill and required 3 years of sporadic hospitalization. By the end of 3 years her savings were gone. She tried to get a job and could not. She was told she was too old to be a barmaid, and she had very little experience for anything else.

So she went on welfare. She got welfare, medicaid, and food stamps. This was a situation she found extremely degrading.

She then saw an ad concerning the title V program. She enrolled, was trained, and worked as a receptionist in the local senior citizens center.

Recently, Ms. Acosta was transitioned into the private sector. In her testimony, she said, and I quote, "I wouldn't have gotten this job but for my experience and training in title V." She no longer receives welfare, medicaid, or food stamps. She is a contributing taxpayer. Her testimony was only a small part of the whole picture.

This program provides invaluable services to the homebound seniors in my district. To eliminate title V is another indication of the fiscal shortsightedness and calousness of this administration.

Mr. Chairman, again I congratulate you for holding these hearings. I look forward to hearing the testimony of our distinguished witnesses.

Mr. BURTON. Thank you very much.

Mr. Carman.

STATEMENT OF REPRESENTATIVE GREGORY W. CARMAN

Mr. CARMAN. Mr. Chairman, I would like to commend you as well for holding this hearing on title V of the Older Americans Act.

Title V has helped nearly 55,000 low-income senior citizens to obtain community service jobs and has proven time and time again its effectiveness in training and placing older workers.

Title V programs have been especially successful in the area that I represent on Long Island. In Nassau County the Department of Senior Citizen Affairs has provided community service employment for 52 older persons. Many of these seniors work at nutrition sites, the Red Cross, or nursing homes. Some are even involved in crime prevention as crime prevention aides. In addition, through its job bank, the Nassau County program has helped to locate 891 job opportunities for seniors in the private sector and has referred over 1,000 older Americans to these positions.

I am also very proud of our title V program at Suffolk County Office for the Aging which was recently recognized for its excellence by the Federal Council on the Aging. Aside from filling its 35 public employment slots, the Suffolk County program has been successful in securing private sector employment for nearly 500 senior citizens. Furthermore, Suffolk County has a unique program of working in cooperation with the State University of New York at Farmingdale to enroll seniors in adult education classes. This training has helped older Americans to gain practical skills in order to obtain jobs with local firms and businesses.

Mr. Chairman, I would like to submit documentation pertaining to this exemplary program to be included in this record. I would also like to submit the statements of certain other members of Congress to be part of the record basically in support of the title V programs.

Mr. BURTON. Without objection, this information will become a part of the record.

[See app. I, p. 202 for Members statements and app. I, p. 183 for material submitted by Mr. Carman.]

Mr. CARMAN. I believe the success of our Long Island senior citizens employment program is an accurate reflection of our title V program nationally. Our older Americans deserve the opportunity to play an active role in our work force. I am hopeful that these hearings will demonstrate the need for further senior employment and continued government support for the title V programs generally.

Mr. BURTON. Thank you, Mr. Carman.

Mr. Lantos.

STATEMENT OF REPRESENTATIVE TOM LANTOS

Mr. LANTOS. Thank you, Mr. Chairman.

Mr. Chairman, first I would like to commend you not only for holding this hearing, but for having provided the Congress with leadership in this entire field.

I simply find myself apalled at the administration's attempt to defund title V. There are probably no areas of governmental activity which have been as universally supported by Republicans and Democrats in the field as title V of the Older Americans Act.

In my own congressional district, there are scores of people who have found new life goals, meaningful pursuits, contributed to their communities, and have greatly enhanced their standard of living through the jobs provided by title V.

As a matter of fact, without objection I would like to ask that a sampling of communications from the 11th congressional district be allowed to be put into the record.

Mr. BURTON. Without objection, such communications will be inserted in the record.

[See app. I, p. 157 for material submitted by Mr. Lantos.]

Mr. LANTOS. There is one paragraph, Mr. Chairman, I would like to share with you and members of this committee. This letter comes from a woman who is 72 years old, blind and a participant in the title V program. She writes, in part:

> What could be more heroic in its way than older people working for the enhancement of their income and at the same time helping others? Is not that what the President is urging us to do? Yet he has apparently slated this program to be defunded. I am hoping you can stand up and be counted among those who will keep this program going and can gather others with you who will do the same.

I surely intend to do so.

As a professional economist, I would also like to add that this is probably one of the most cost-effective programs that our Government has. The illusory savings by defunding this program will be made up several times over by forcing these people into a variety of public assistance programs.

I also find it singularly unseemly, Mr. Chairman, that a President who himself is an older American should propose to defund a program designed to aid older Americans. While I do not always agree with the President, I am delighted to see that we have a President who is 70 years old and is demonstrating with his physical vigor and his mental capacity that he is certainly capable of performing a very important job in this Nation. Yet, it is most disturbing to me that a man 70 years old is telling other senior

Americans who are performing jobs that are just as important in their own right as is the job of Ronald Reagan, that there is simply no money available for them to be self-supporting, self-respecting, taxpaying citizens in their own community.

I pledge to you, Mr. Chairman, my full efforts to restore funding for title V.

Mr. BURTON. Thank you, Mr. Lantos.

Mr. Hendon.

Mr. HENDON. To our great chairman I would like to say thank you for holding these very important hearings on the crucial issue, the critical issue of title V funding. I look forward to the testimony, and again thank you, Mr. Chairman, for having these hearings.

Mr. BURTON. Thank you.

Mr. Synar.

STATEMENT OF REPRESENTATIVE MIKE SYNAR

Mr. SYNAR. Thank you, Mr. Chairman.

We have heard a lot of rhetoric from this administration about its concern for the poor and the elderly. We have heard a lot about the importance of getting people off welfare and encouraging them to work. With this rhetoric in mind, what do you think President Reagan's budget holds for a person who is (a) old, (b) poor, and (c) willing to work? Does it hold a safety net? Does it offer an incentive to work? The answer is "No." It cuts the lone Federal program focused on this persons' employment needs.

Mr. Chairman, the title V program of the Older American Act should not be cut. We should continue to fund it in accordance with Congress overwhelming approval and its reauthorization last year.

Two weeks ago, I had the chance to visit with Oklahoma Green Thumb staff to discuss this cut with them. I have been in touch with other programs elsewhere in our State as well. A brief look at Oklahoma senior citizen employment programs will give you a good idea why title V's needs continue and why this cut should be rejected.

The average age of the senior worker in Oklahoma is 68 and all are over 55. The average income of these workers is $3,500. Jobs cover a broad range of services including weatherization of homes for senior citizens, rural fire and emergency dispatchers, and basic staff at senior citizen centers.

Mr. Chairman, I would like to enter in the record materials from Oklahoma's Green Thumb and Project Ayuda—which serves our Hispanic and minority groups.

Mr. BURTON. Without objection, such materials will be inserted in the record.

[See app. I, p. 151 for material submitted by Mr. Synar.]

Mr. SYNAR. These include case studies of the Oklahoma title V workers and the background of the Oklahoma senior employment situation and descriptions of our programs.

I would also like to add to your comment this morning that I express my regret that the administration decided not to send a representative from the Department of Labor to explain this proposed cut. Frankly, I cannot see the rationale behind it unless it is for

the sake of budget savings. In that case we should discuss it openly and thoroughly so we can weigh it against our overriding national priorities.

Finally, I want to comment on the program mentioned in the budget which supposedly would replace title V. I understand the legislation is still being drafted. I think we can clearly say that it would be unfair to pit senior citizens against veterans against Indians against migrant workers against homemakers for the few dollars that would be available.

That proposal would be little more than lip service to the need that still remains unserved.

Mr. BURTON. Thank you, Mr. Synar.

Mr. Frank.

STATEMENT OF REPRESENTATIVE BARNEY FRANK

Mr. FRANK. Thank you, Mr. Chairman.

I want to add words to those commending you for this hearing and for a very active year. It is unfortunate in some ways that the subcommittee has had to be so active, because it has been reactive. It has been trying to prevent a serious erosion of the standards which we apply to the program for older people. I think it is a very grave error.

One of the problems we have confronted in the last year or so in part because of inaccurate rhetoric about the social security system and inaccurate descriptions about the extent to which programs exist for older people. There are people who are trying to promote the generation of warfare between younger people and older people. We should lay that to rest right now.

The notion that we are doing any of these programs as a favor to older people only makes sense on the part of people who do not plan themselves ever to be old and those who are planning at the age of 50 to depart, I suppose, who may consider themselves altruistic when they support programs for older people.

For the rest of us for whom aging is a very, very ardent goal, we are simply talking about the society putting in place programs that treat all of us decently at the appropriate stage.

One of the points I want to focus on with regard to this program, and I am glad that there apparently will be an administration official available to respond to some questions, is a question of why did they decide to get rid of this program. I refer specifically to the question of fraud, waste, and abuse, the administration's favorite trilogy. We have heard in the campaign and subsequently fraud, waste, inefficiency, whatever they call it, invoked repeatedly as a justification for cutting back domestic programs.

I think this particular issue shows the extent to which the trilogy has been invoked without substance. Here we have a program being proposed not for reduction or for trimming but for absolute abolition, which by the account of everyone I have spoken to, is one of the best run we have.

Mr. Chairman, on February 19, I conducted a title V hearing in Boston and I would respectfully request that those proceedings be incorporated into todays hearing record.

Mr. BURTON. Without objection, your hearing material will be included in today's hearing record.

[See p. 55 for Boston, Mass., hearing.]

Mr. FRANK. At that point, several of us made a point of asking administrators of programs, State officials from the State's aging organizations if anyone had to make any fraud or waste or abuse. I asked specifically those who administer the senior aid program in Massachusetts if the administration had called to their attention any errors, any problems, any things that had to be corrected. The answer was "No."

This is a case of a program in which there is no pattern even alleged of mismanagement or misspending which is simply being abolished. I think it proves an unfortunate point, which is the attack that is being made by this administration on programs of this sort has very little to do with trying to bring inflation under control. It has really nothing to do with concern about the deficits since the administration does not believe in deficits being a problem. It has very little to do with cutting out fraud and waste.

It is simply the implementation of a very radical ideology which says essentially that as a nation we have no responsibility for each other. It is an implementation of the philosophy that Mr. Stockman has put forward that if you simply stimulate the private sector all will be taken care of automatically. Unfortunately we know that is not true.

The senior aid program, in fact, has been for many, many older people facing age discrimination in their jobs a chance to get back in the job market. It has been the vehicle for people to show that they can do the job. It has been an effective repudiator of age's prejudice.

In fact it is sadly ironic that people in power who talk about the work ethic, who complain that we have too many people retired and not enough working would take an extraordinarily successful program where, for a relatively small amount of money, the Government gets an awful lot of work, and say to people who are older, who have been discriminated against "Oh, by the way, you know all that is said about the work ethic? It does not apply to you. You may not work. We want you to sit home. Then once, of course, we have abolished your job and chased you home, we will yell at you for not working." Then you add to that the fact that this is probably the most leverage program we have.

The services that the senior aides provide to nutrition programs, to home care programs, to municipal agencies, the fire chief of the town of Seacock in my district made a trip twice away from his very arduous duties to talk about the importance of the senior aid program to him. It is almost as if somebody in the White House or at OMB said, "Let's show them how much power we have. Let's take an inexpensive program that is very well run that helps all the people and abolish it just to show them who is in charge."

I have not, after substantial time spent on this issue, heard a single alternative reason advance for abolishing this program other than that somebody wants to show that there is a new regime in power, and that the Federal Government no longer will even attempt to discharge any social responsibilities.

I hope that Congress is simply not going to allow that kind of arrogance and callousness to become the public policy of the United States.

Mr. BURTON. Thank you, Mr. Frank.

The first witnesses we have will be a panel of title V workers. Mrs. Mildred Davis, a former senior aide, who is now an area supervisor for the Green Thumb program in Chillicothe, Ohio; Mrs. Ethel Federoff, an outreach worker to the elderly, working in the San Francisco Public Guardian's office; Mrs. Mildred Frix, a former title V participant who has made the transition to an unsubsidized position, in the Fairfax County, Virginia Senior Discount Program; and Mrs. Queen Esther Lewis, a senior aide employed in the Food Bank in Minneapolis, Minn.

Please proceed, Mrs. Federoff.

STATEMENT OF ETHEL FEDEROFF, TITLE V PARTICIPANT, ECONOMIC OPPORTUNITY COUNCIL, SENIOR COMMUNITY SERVICE EMPLOYMENT PROJECT

Mrs. FEDEROFF. I am Ethel Federoff from San Francisco. I am 72 years old, and for the past 2 years I have been working for the Economic Opportunity Council in San Francisco.

After I retired at age 66, I found that my income from social security was not sufficient to keep me going. I hesitated to ask for help from family and friends. So, when I saw an ad in the San Francisco Progress about the Economic Opportunity Council, I applied and it was determined that I qualified because of my low income.

I accepted a job at minimum wage that has kept me independent of outside help, and therefore, I did not need to apply for a gold check—Supplement Security Income. Many of us older people who grew up in depression times are used to low pay because we had to accept very low wages, but this was much better than accepting welfare.

I would like to say that working in the title V program is very satisfying for me. I am one of three people assigned to the Public Guardian's Office. This is a branch of the San Francisco city government which takes care of the estates of people who have no relatives to care for them or who have families who have abandoned them, people who are incompetent to handle their own affairs.

The office is understaffed, having only one social worker for nearly 500 clients. We visit the various clients and also keep records of the status of clients. The social worker assigns each of us to visit clients who are either in need of petty cash or a service, such as purchasing medication or clothing. When a person is ambulatory, we sometimes accompany them on shopping trips and we see to it that they return home safely. Many of our visits are purely social during which the patient sometimes asks us to write a letter for them or just sit and talk about the family and children. It seems to help them to even complain about the family if they feel they have been neglected by those they love.

The social worker would not have time to visit the many people we visit. At the time when I entered the title V program 2 years ago, many of the patients had not been seen for a long period of

time. The social worker has us going out as often as possible to see many of these clients even in outlying districts. Some of these people had not been seen at all except on admittance. These people are now being seen on a regular if not too frequent basis.

If anyone thinks we just sit around gathering dust, I would like to have them follow me around just 1 day. In the 2 years I have been in this program, we have increased the client visits from an average of once in 2 years to three times a year. If we could weigh the joy in the heart of a bedridden 80-year-old when we arrive for a friendly visit against the $3.45 an hour we are paid, the scales would tip in our favor. When one of my coworkers, a Chinese man, visits with the elderly who only speak Chinese and are unable to talk to others in the nursing home, you know that the money is well spent.

Many of our San Francisco people are in nursing homes and board and care homes outside of the city because of shortages of housing in San Francisco. In some cases, they are as far away as Cloverdale, 90 miles, and San Jose, 50 miles, and even beyond.

Working as I do with people who are confined, I feel that all over the Nation people like me are most important to the welfare of the elderly and handicapped for many of them have no close kin or relatives they can depend on. Because I am older myself, I feel more acutely the very great need for helping people who are aging and I believe that if this is lost all of us in time will suffer from the same anguish.

I come as a representative of San Francisco, but I feel it is not San Francisco but the Nation that is represented here in all aspects of the services the people who need special attention would not otherwise receive. With the help of programs such as title V, some of the Nation's elderly and handicapped can get some care.

The loss of the Senior Community Service Employment project would be a disaster for many people throughout the Nation who cannot depend on the private sector for employment. While many elderly are in rest homes, others of us who are capable of working and earning a little more income should not be deprived of this opportunity to keep busy and earn pay so that we would not have to look to public assistance.

The paychecks we get are taxable, of course. Those of us working in title V are taxpayers and thus contribute to the economy. Remember that our paychecks purchase goods and services which also contribute to the economy, and that is another fringe benefit from this program.

I sincerely hope my brief remarks have helped you to understand the importance of this program to many people like me—over 200 in San Francisco and more than 54,000 throughout the country—and the vital need it serves both to the folks working in it and to the many beneficiaries of our work. Thank you.

Ms. FERRARO. Thank you very much.

We will proceed with all the witnesses' testimony, and then we will ask questions of the panel. Mrs. Davis?

STATEMENT OF MILDRED DAVIS, AREA SUPERVISOR, OHIO GREEN THUMB

Mrs. DAVIS. My name is Mildred Davis. I am an area supervisor for Green Thumb in Ohio. I supervise 109 enrollees in a 9-county area in south-central Ohio. My home is in Chillicothe.

Green Thumb is one of eight national contractors with the U.S. Department of Labor, and we are funded under title V of the Older Americans Act. We provide part-time employment in community service jobs to rural older people who are poor. Nationally, we have over 16,000 enrollees who are at least 55 years of age.

I appreciate the opportunity to talk to you today about what title V is doing in rural areas.

I was born into a family considered poor. We never had a lot of things other than the real necessities. I always said we never ate high on the hog. We always started at the foot. I never graduated from high school. I went to work in private homes babysitting. Then came a great job called WPA. I understand President Reagan's father also worked on this. By this time I had married and was left to raise a son. I washed on a washboard for a family of 11. The pay was great, $12.12 per week. Later I worked on the B. & O. Railroad cleaning engines. Then finally I went to work at an ammunition plant during the war. After it closed down, I took care of aging and ill people.

By this time I married again and was forced to work because our income was nil. The sick benefits ran out for my husband, and we had no income. I applied for help at the welfare department where I had to sign up for a job for which I am very grateful, because the job turned out to be with Green Thumb.

I was hired on Green Thumb in 1973, and for 18 months I worked at the Ross County Ambulatory and Tuberculosis Clinic. At the end of 18 months, I was asked to work in the field as a single placement leader. I was in charge of three counties at first, then more counties were added. My job was to find a person needing work, complete the paperwork that is required, and after a physical was obtained find a work site for the new enrollee. As time went on, I found I was to be called a field supervisor, covering more counties, dealing with more people, and seeing the hardships being endured by our older citizens. My job covered most of the counties in Ohio where Green Thumb was operating. Then Ohio Green Thumb had less than 200 enrollees. Today we have 514 across the State.

I could not believe some of the things I saw. It was not possible in a land that I had learned about in school. The land was considered rich, prosperous, and with plenty for all. What has happened to this land and the people who live here? As I have grown older, there has been a drastic change. It is not a land of plenty. It is a land of plenty only for the rich. To our senior citizens who were the backbone of our country, it has become a place of hardships, frustration, turmoil with no ray of hope on the horizon. A thing now called poverty faces many.

Low wages while they worked, large families, not a chance of saving money for later years because of rising costs. There were few industrial jobs back then. Farmhands, coal miners, and a few

better jobs were there to be had only by those who could get them. There were no supermarkets, just the country store where everything was charged and paid for next week or month. There was no social security, and when it did begin the wages were very small and not much was paid into it. Not much credit was issued for those who were not the fortunate ones.

These are the ones today who have a marvelous choice—keep warm and starve or eat and freeze to death. Some are living in conditions that are unbelievable. No bathrooms, no running water, no electricity, very few clothes, not enough money to buy food, medicine, or pay a doctor. Some have resorted to canned dog food, cat food, or sale items that are not fit for human consumption. This is their daily menu in a lot of these homes. They buy the cans, and then they trade with one another.

We did not have money to buy a big can of jelly beans, but we would like all this taken over to Mr. Reagan after today's session. We can all go over for supper.

I find it hard to believe how some homes have withstood the weather, openings in the walls, daylight, and winter winds coming through as though there was no building. A homemade stove from a 50-gallon metal drum. Some roofs are torn off by the storms and badly in need of repair. Produce raised for winter and stored inside the house freezes and cannot be used. Why does all this take place?

Because these people do not want welfare or handouts. They want to work and be independent as long as they live. If they can't do this, then they welcome death naturally or hastened by their own hand. They say no one cares. We are old and in the way, and we won't be missed. The old folks have much to offer if they are given the opportunity to contribute. That's what programs like Green Thumb offer.

Even though Ohio has the second highest unemployment rate in the country, we still have been able to place older people in jobs. The rural employment offices have closed, so we are the only ones out there looking for jobs for people. Most older people cannot drive the 50 miles to an employment office. Most don't even have cars to get there.

Green Thumb is that link between an older person who wants to work and a potential employer who don't have time to go out and look for someone. Not long ago, a Green Thumb lady who we placed with an adult workshop as a cook was hired off Green Thumb. The board was real pleased with her. This happens a lot after people see how older people work.

But without Green Thumb, older people have nothing. It is real easy to see why the poorest of the elderly are all ready to call it quits, get out of this world and into the unknown where they hope to find a better life.

In my home there has always been room for children besides my own four. Any time a child needed love and care, I was called. Some children were a mass of sores needing attention. I bathed, doctored, loved, and made them well. Five children were left with me for nearly 3 months while their mother job-hunted. Another child, 1 day old, was given to me by a girl who gave birth—not a mother, for a mother wouldn't give away her children. This one was mine for 18 years. Another was rejected by the mother because

the mother loved the twin brother more. I had her for over 6 months. Today she approaches me with, "Hi, Mom" and a hug and kiss. Another I had the first year of her life while the parents tried to maintain a partial home. Another I kept for over 1 year as the mother worked. All of them come back to see me and tell me their problems.

I'm telling you about this because Green Thumb wages as a worker, $1.10 an hour then and sometimes only 8 hours a week, made it possible. It has been worth everything I spent or did, and I'd do it all over again. At no time was welfare or children's services involved, and there were 17 children in my home.

I'm still expecting to find another little one on my doorstep to love and care for. I'm capable, not too old to start loving and caring for a child again.

We make ourselves old by our own mind and self pity. Not me, thanks to God for what I am and to Green Thumb which gives me the chance to love, listen, and call all these people young and old my family.

You asked me here to talk about title V and Green Thumb. I've tried to tell you what it has meant to me and what it has done for people I work with. I know for many old people this program is the only thing that gives them the strength to go on.

Thank you very much.

Mr. BURTON. Thank you, Mrs. Davis.

Mrs. Frix.

STATEMENT OF MILDRED H. FRIX, ANNANDALE, VA.

Mrs. FRIX. Members of the Subcommittee on Retirement, Income and Employment, I am Pat Frix from Annandale, Va. I am addressing you as a former enrollee in the Fairfax County Area Agency on Aging Senior Community Service Employment Program. I would like to share with you how this program has been instrumental in helping me become an independent, self-supporting person. I sincerely hope the title V program will continue to be available to help others in the future.

In February 1978 I separated from my husband of 31 years. His alcoholism was ruining our lives. I could no longer tolerate his unreasonable verbal and physical abuse of me and my teenage son. I had considered leaving many, many times before, but how would I support myself? Other than varied seamstress work, I had not held a regular job since before my four children were born.

Having no income and needing a place for my son and me to live, I turned to welfare for help. I was eligible for aid to dependent children, medicaid, and food stamps. Although the eligibility worker at Fairfax County Department of Social Services was kind and understanding, I hated the idea of being dependent on welfare.

At this time in my life, my self-confidence was at the lowest ebb ever of my 59 years. My husband had continually belittled everything I did, such as trying to manage the children and trying to work with the budget. It was very frightening to be on my own.

When I began to do more seamstress work, I realized this was not a dependable income. I wanted the security of a regular paycheck but still preferred to work part time. My troubled teenage

son also needed me. I didn't know which way to turn or where to start. I knew I needed to do something.

I started to look for work. The only part-time listings the Virginia Employment Commission had were nighttime receptionist or security guard positions, which was not what I wanted. They referred me to temporary employment agencies where I soon realized their jobs would not provide a dependable income. My welfare eligibility worker referred me to manpower's senior employment program—which is no longer in existence in our county as they are out of funds. From there, they referred me to the Fairfax County Area Agency on Aging's title V program.

The SCSEP seemed to offer so much. Someone wanted me. I was given credit for the abilities I had developed through my years of life experiences. It was at this time, as I told you, when my confidence was at its lowest ebb. The outreach position was available, which they offered to me. I had a lot of training—crash courses. They helped me to prepare for local community courses, which I learned all about. I hadn't been familiar with them before.

What I like about the title V program is the benefits, the regular salary, and the hospitalization that is offered to us. With my new position as outreach worker, I really had a job that I could really get into. It was a responsible job. I felt like I was doing something meaningful. I really enjoyed doing the work. It was something close and dear to my heart. If anybody has ever had a job that they really liked and could work at it, this was it.

Having no knowledge of community services, other than my personal experience with welfare, my pre-job training consisted of a 6-week orientation program. I visited many agencies and learned about the services they offered. I attended a workshop for paraprofessionals on helping the elderly. I asked questions—lots of them. I really came to feel an important part of the staff and glowed with their support.

I began performing my duties as the outreach worker, linking Fairfax County seniors with community services. My personal welfare experience had made me sensitive to problems people had filling in forms, swallowing their pride to ask for help, and the frustrations of getting into the helping systems. I talked with seniors and their families by phone or during home visits to help them assess their needs. In an average month working 25 hours per week, I made 9 home visits, received 63 information calls, worked with 21 ongoing cases, visited 4 nutrition sites, made 147 calls out, and mailed information to 44 people. The more I went out on visits, the more I learned, the more I wanted to continue to learn. On my own time I enrolled in Northern Virginia Community College's Human Services courses, where I am now half way toward achieving my associate degree.

The on-the-job training, such as public benefits workshops, staff meetings, supervisory conferences, enrollee meetings, gerontology seminars, stimulated new ideas to help with my outreach services. They all helped me develop a special expertise. I was beginning to focus on a field that was of great interest to me.

My personal problems were by no means solved by my work experience. The supportive services that the SCSEP offers did help me resolve my problems and allowed me to continue working at

the same time. The kinds of counseling services the program coordinator offered included helping me find affordable housing, dealing with my troubled son, seeking legal aid for my divorce, finding dental care, supporting me through alcohol commitment proceedings, in addition to individual employment counseling. This counseling, plus the fantastic support, the caring, and hugs of coworkers, helped me take charge of my life.

With my new self-confidence and more focused career goals, in February 1981 I began interviewing for unsubsidized jobs in the field of aging. I was very disappointed when I was not selected for the first two jobs I interviewed for, feelings my coworkers shared. But unlike my previous rejection experiences, I felt confident I would find something else.

I learned at this time, on my 62d birthday, that I was now eligible to draw social security retirement benefits from my husband's account. I decided to postpone drawing these benefits. By having the opportunity to work part time, I was able to manage without his help.

In May 1981 I learned I was selected by the Fairfax County Commission for Women to receive an award for outstanding achievements to the community. I had been nominated by all of my coworkers, the County Human Services staff. It was a terrific feeling to be honored.

In September 1981 I achieved my most significant personal goal, and the most important goal of the title V program. I got an unsubsidized job. Accepting a position as the coordinator of the senior I.D./discount program, I now have responsibility for managing the program and supervising an assistant. We recruit merchants who will give seniors discounts and actually make the identification cards for residents age 60 and older. In this position, I am able to earn twice as much as I did before. Paid entirely by local funds, I am still a county employee with the same benefits. I feel this position is a good career step for me toward my long-range goals in the field of aging.

I feel that there are many people over the age of 55 who are now in situations very similar to the one I was in 3 years ago. Whether they are divorced, widowed, or newly burdened with the responsibility of caring for a dependent spouse, they have to find a way to survive. I take great pride in being an independent, self-supporting person and do not depend on any State, Federal, or local welfare programs. I take great pride in the fact that through my work I have reached the lives of many seniors and was able to make a difference in their lives. I take great pride in the fact that I had a chance to redirect myself in a career I enjoy and that I am now a productive senior citizen. I only hope the many others like me will continue to have the same opportunity.

Thank you for the opportunity to speak on the importance and value of the title V program.

[Addendum to the prepared statement of Mrs. Frix follows:]

ADDENDUM TO THE PREPARED STATEMENT OF MILDRED H. ("PAT") FRIX

The preceding statement of Pat Frix concerning the important role that the Older Americans Act Title V Program has played in her life is exemplary of the circumstances we have found to be common among the many current and former enrollees

of the Fairfax County Area Agency on Aging Senior Community Service Employment Program. In this addendum, I would like to convey the benefits of the OAA Title V Program from an administering agency director's prospective.

The Fairfax County Area Agency on Aging received in fiscal year 1982 $102,000 in Title V funds from the National Council on Aging via the Virginia Office on Aging. These federal funds are supplemented by $58,300 in County monies. The total budget supports 23 enrollees in the program and a 3 day per week program coordinator. The enrollees in the Fairfax County, Virginia Title V Program are paid at the beginning of the County's wage scale at a rate of $4.16 per hour and have a full range of benefits, including County paid health insurance. It is to Fairfax County's credit, and certainly to the enrollees' advantage, that local funds have been appropriated to supplement the minimal base wage provided under the Title V Program.

As noted above, the Title V funding received in Fairfax County is provided by the National Council on Aging via an agreement with the Virginia Office on Aging. Our Title V project is a realization of the benefits which occur to senior citizens when national contractors and state agencies work cooperatively together. We have benefitted greatly from jointly sponsored training and technical assistance events.

In addition to the personal and economic assistance afforded by the Title V Program to enrollees as described so eloquently in the statement of Mrs. Frix, the program provides extensive support to the network of social service agencies serving the elderly in our community.

From the beginning, it was the decision of the Fairfax County Area Agency on Aging to use the Title V Program to expand and enhance services to older persons in our community. The attached chart indicates the wide variety of agencies in which Title V enrollees work and also provides illustrative information concerning the vital functions which the enrollees perform. Without the Title V Program, the services these agencies provide to the elderly would be greatly hampered, and in some cases, these services would be eliminated.

The Older Americans Act requires Area Agencies on Aging to develop a comprehensive, coordinated social service delivery system for the elderly. The Title V Program has greatly enhanced the capacity of the Fairfax County Area Agency on Aging to work cooperatively with its sister service agencies in delivering services to needy older persons in our community. Without Title V, we would be forced to curtail services, and possibly eliminate some extremely valuable and important program components.

FAIRFAX COUNTY AREA AGENCY ON AGING, SENIOR COMMUNITY SERVICE EMPLOYMENT PROGRAM, DESCRIPTION OF TITLE V POSITIONS ACROSS SERVICE DELIVERY AGENCIES

Worksite agency	Program	Number of enrollees	Description of enrollee functions
Area agency on aging	Outreach services	1	Counsels by telephone; makes referrals, and home visits.
	ID/discount program	1	Assists with phototaking; recruits merchants.
Department of social services	Social services to low income adults.	5	Transport clients to doctors; recruit companion providers; do friendly visits.
Department of recreation and community services.	Senior services division	2	Answer phone; handle mail; plan recreation activities.
	Senior multiservice meals centers.	4	Assist with center operation and meal service.
	Community centers	3	Provide programing for senior citizens; teach classes.
Human services information and referral.	Telephone counseling and referral.	1	Assists with updating information resource file and mailing list.
Department of housing and community development.	Rental assistance	1	Assists with sec. 8 application process; does rent exception surveys, does occupany inspections.
	Operation match	1	Assists with home-sharing referral program.
Department of mental health/mental retardation service.	Caring for persons with special needs.	1	Arranges for respite care of mentally or physically incapacitated persons.
Saunders B. Moon Community Action Association Inc.	Senior center program	2	Assist with center operation and coordinate the transportation service.
Fairfax Community Action Program, Inc.	Outreach to Spanish-speaking elderly.	1	Contacts and translates for Spanish-speaking seniors, especially institutionalized, runs weekly support group.

Mr. BURTON. Thank you very much, Mrs. Frix.
Mrs. Lewis.

STATEMENT OF QUEEN ESTHER LEWIS, A SENIOR AIDE, MINNEAPOLIS, MINN.

Mrs. LEWIS. Mr. Chairman, my name is Queen Esther Lewis, and I am from Minneapolis, Minn., a population of 371,538 people. Of that number, 58,638 are seniors. On February 12, I received a letter from Mary Yusted, the Director of the Minneapolis Senior Aide Program, stating that our program will come to an end in June because of the budget cut. Once again, my heart sank.

The first time was when my husband passed away, and I received a letter from the Government telling me to return my husband's social security check. I was told I could not keep it because I was not 55 and totally disabled. I wrote a letter to the President explaining my situation, and asking if I could at least keep this check to pay this month's bills. The answer was no.

I am 57 years old. I do not qualify for social security either on my own or as a widow. Even if I did qualify for public assistance, I do not want to be on welfare.

I am trying to keep up the payments on my home, pay the taxes and the heat bill, and I am just barely able to make ends meet. It is not as easy as you think to get a job at my age and only a high school education, but I am very proud to say that since I have been on this program I have been able to work my way up in the food bank.

It is a non-profit agency that provides food stuffs from large corporations to the poor. To be cut off this program when I am so close to having a permanent job with this agency that would also provide me with hospitalization benefits is just too much. It would mean a loss to me as well as to this agency.

This time when I ask for help from you, I am not only asking for myself but for all the other seniors who are on the edge of becoming self-sufficient and face a cut that this regards our future.

I would like to tell you about the job the seniors are doing at Lake Country Food Bank. The bank salvages food from all across the country, food some of the large companies would throw away. They get a tax write-off and we get the food to feed the needy. Our food is free, but we have a share contribution on the product. This means you share in the cost of the freight, storage, hauling, and so forth. As an example, a case of diapers you would get for $4. That is a case, not a package. That would be the contribution.

We had a trainload of apples and pears coming in from Washington. All of the non-profit organizations were allowed to get them for $3 a bushel as a share contribution.

Do you realize that from the bank poor people are able to eat fruit, they get yogurt, and even candy, and some of the other things they could not afford to buy.

Incidentally, we are handling the cheese distribution in the State of Minnesota. I was telling them also that we should try and contact the Ex-Lax Co. [Laughter.]

There are churches in Minneapolis that are serving food once a week, a different church taking a different day, feeding over 300

people, every race, creed and color, all ages. They are able to do this for less than $50, and this is a well-balanced meal.

We work with the daycare centers, halfway houses, women shelters, food shelves, as well as our churches and schools.

In terms of poundage, we say over 10,000 monthly in food. In terms of people, we serve thousands.

If Lake Country goes under, it is going hurt from the cradle all the way to the grave because we have from the babies to the oldest people.

I would like to tell you about a few of the other agencies and the work they are doing. There are seven seniors working for AID. This is an aid and referral center. Anyone in need can call, and believe me, these seniors have checked every place out, and will not leave the phone without a satisfactory answer for the caller.

We work with the Minneapolis public schools on the field trips and the safety office. I'd like to ask you, who can care for a child better than a grandmother? Mothers and teachers do not have the time nor the experience.

We have the Minneapolis Fire Department. They take pride in going from house to house checking to see if the houses are safe for people to live in and also map out ways to escape them in case of fire.

We have another group called Elder Friend. To me, this is one of the best. This is seniors checking out other seniors, and if you think a person has to remain senile, you are wrong. We get them out of the houses and out of their apartments, and make them feel like life is worth living again.

When you say seniors aid program, you mean that you are aiding the seniors. But when we say senior aid, we mean that the seniors are aiding others.

Thank you.

Mr. BURTON. Thank you very much, Mrs. Lewis.

I wonder if each of you could just say briefly what the most important benefit is you feel you get from your job.

Mrs. Federoff?

Mrs. FEDEROFF. It is the fact of being able to remain stable financially, because it makes me feel that I don't have to suffer at all. I have a good income with the small check that I get. It is enough to keep me going. I know that social security would not maintain me. That is the most important benefit for me.

Mr. BURTON. Mrs. Davis?

Mrs. DAVIS. I get from my job all of the love in the world from these older that I serve, and that is something you cannot buy. You cannot buy love, and that is the most important thing to me. I go out and find these people and I get attached to them. They are just like my family. Love and communication are the greatest things.

Mr. BURTON. Mrs. Frix?

Mrs. FRIX. I found that I got motivated to do more and be a more productive senior than just sitting around.

Mr. BURTON. Mrs. Lewis?

Mr. LEWIS. I am afraid I'm going to have to repeat something one of the others said. I love people, and the most I am getting out of this is that I'm meeting a lot of new friends that are helping me. I was one of those people who was on the verge of becoming senile,

believe it or not. Now I'm going to try and help that other person not to become senile. The love of the people is the main thing.

Mr. BURTON. If title V were discontinued, do you believe you would be able to find a job in the so-called private sector or without the use of the program, Mrs. Federoff?

Mrs. FEDEROFF. No. I am too old.

Mr. BURTON. No, you are not.

Mrs. DAVIS. I do not think that I would either. Even if I had a college education, some places tell you you are overeducated. I would be left out in the cold.

Mr. BURTON. Mrs. Frix?

Mrs. FRIX. Because of title V, I do have unsubsidized employment.

Mr. BURTON. And if it were not for title V at the beginning you would not have this type of employment?

Mrs. FRIX. I hate to think where I would be. Maybe I would be where I am now, but I think it would have taken twice as long. I probably would not feel as good as I feel.

Mr. BURTON. Mrs. Lewis?

Mrs. LEWIS. I forgot the question.

Mr. BURTON. I have it written down here somewhere.

If the program is discontinued, do you believe you will be able to find employment opportunities elsewhere?

Mrs. LEWIS. Missionary work is always the field. As far as pay, I doubt if I would be able to find a job that would pay. Heart pay is the only thing I could probably get at this time.

Mr. BURTON. Which is very rewarding, but it does not put the meat on the table.

Mrs. LEWIS. No, nor does it pay the heating bill that is continually going up in Minnesota.

Mr. BURTON. Thank you.

Mrs. Ferraro.

Ms. FERRARO. Thank you, Mr. Chairman.

I have seen a common thread in each of your testimonies. Mrs. Davis, you say on page 3 when you are talking about the people who you place in jobs, that these people do not want to receive welfare. They want to work and to be independent as long as they live.

Mrs. Federoff, you speak about social security not being sufficient. You said, "I hesitated to ask for help from family and friends." You obviously did not seek out the welfare system, did you?

Mrs. FEDEROFF. No.

Ms. FERRARO. Mrs. Frix, you referred to the fact that you were on welfare for a period of time, and on page 3 where you talked about the benefits of the title V program, you said, "most of all, one of the benefits was I would be off public assistance."

Mrs. Lewis, in your testimony you said that if you qualified for welfare, you would not apply for it.

Would you tell me why?

Mrs. LEWIS. It is too degrading.

Ms. FERRARO. Mrs. Frix, why were you so anxious to get off of welfare?

Mrs. FRIX. I thought I had more to offer. I thought I could do something else. It was something I just didn't want to be involved in.

Ms. FERRARO. Mrs. Davis, you referred to the time when your husband died and your son was very little, and you said, "I went to work for $12 a week washing clothes on a washboard." Did you apply for home relief at that time?

Mrs. DAVIS. I went to the welfare department, and I asked for help, and I was told before I got any help that I had to fill out an application, which was taken to the employment service.

Ms. FERRARO. Is that how you got your job?

Mrs. DAVIS. That is when I got on the Green Thumb.

Ms. FERRARO. Have you ever applied or been on a welfare program since?

Mrs. DAVIS. No.

Ms. FERRARO. Mrs. Federoff, you did not seek out welfare. Why not?

Mrs. FEDEROFF. Because I would rather go out and babysit and do anything. Because, as they say, it is degrading to apply for welfare. You spent all your life without having applied. You worked for very low wages. You didn't go on welfare during the Depression. I would not do it now.

Ms. FERRARO. The problem I have is I have a lot of seniors in my community, a lot of people who have the same pride that you do and the same attitude toward welfare. I think someone has created this attitude toward welfare that it is a handout and that it is something that you should not be taking. Sometimes there is an absolute need to participate in programs in order to stay alive. In my district, I tell people that they can call my office confidentially to find out whether or not they are entitled to food stamps and to take them because I would hate to see them not eating because of pride.

Mrs. Federoff, if you did not have the job program and you would not apply for welfare and you did not have any supplemental social security income, you said that it would be difficult to live on the income that you would have without the jobs program. Could you describe what your food situation would be, your rent situation, without title V and obviously without any other subsidy because you will not apply?

Mrs. FEDEROFF. I make payments for the house, of course. That is only $176, which is much cheaper than renting. I pay my taxes, which probably amount to around $200 a year or more. I would have to cut down especially on food and things for the house. I would have to cut down my garbage bill and take one can a month. I would barely eat if I were unable to work.

Ms. FERRARO. You would barely eat. So you would still prefer to barely eat than apply for food stamps? Is that what you are telling me?

Mrs. FEDEROFF. Well probably so, but I don't think there will be food stamps available either.

Ms. FERRARO. You are probably right.

I am so concerned about saving this program and so concerned about saving the jobs program, but please, if that situation arises,

which I am hoping it will not, please don't allow that to happen. I ask you that as a personal thing.

Mr. BURTON. Will you yield, Ms. Ferraro?

Ms. FERRARO. I will be happy to.

Mr. BURTON. This is a point that has to be made. Every one of you has contributed to this community and this society. You have paid your dues and welfare is not a gift. It is a return on your investment. The SSI program is there so that elderly people who do not receive sufficient social security will at least get some added money. I think it is the cruelest hoax that has been visited on the elderly and on the working people who are not employed to say that if they are getting one of these federally subsidized programs, somehow they are stealing. They are getting a return from the labors they have put in.

You pay taxes, Mrs. Federoff. Those taxes are going to a government. The Government is paying for these programs, and it is your right, it is your entitlement to have these programs. In fact, they are called by the Congress an entitlement program, and people should not be shamed into starving to death. If there is one thing that senior citizens organizations should do throughout this country, it is to let people know that if they avail themselves of these programs, they are getting what is rightfully theirs.

You do not feel like you are abusing the MUNI system if you use your senior citizen's pass in MUNI, do you? Of course, nobody could abuse that system. It is the same thing. It is yours because you are entitled to it because you have contributed to this country of ours, whether it is in dollars or whether it is in labor of love. Do not ever let anybody say that food stamps are something that you should not do if you are entitled to it, or the SSI program. You are being commended for working and wanting to work. Just look at these programs as you would look at that senior citizen's pass on MUNI. It is yours because you paid your dues, and you have all more than paid your dues.

I just want to underscore what Ms. Ferraro said.

Ms. FERRARO. Thank you, Mr. Burton. That is precisely the point. Those programs have gotten a bad rap. There has been waste and abuse, so people turn around—and this administration in particular has done a number on both of those programs. It is a matter of keeping people alive. I do not think any sort of concern that you have that people might think you are infringing upon the rights of someone else or taking advantage of the Government should happen at all.

If per chance this program were to stop, the title V program, if you were to lose your job, please give us that assurance that you will seek help through your congressional offices as necessary.

I have one other question, and that is with reference to the particular people that you deal with.

Mrs. Davis, you indicated that you place elderly people into jobs through the Green Thumb program. How successful is that? In today's job market, I would think it would be a bit of a problem to begin with because the job availability is what it is, but with older people as well it might be more difficult. How successful have you been?

Mrs. DAVIS. Right now it is hard because all these people are being laid off. It is harder than that for the older person, because they live in a rural community where there is no transportation. A lot of the transportation has been cut off through these other programs. So they have no way to get in to see about a job even if there is one available. There is no way that we can get them placed if they hear of anything. They can't get there.

Some of these people have no newspaper or phone. They don't know what is going on out there, unless someone goes to the door and tells them. It is very difficult.

Ms. FERRARO. So this situation is being exacerbated by the diminishing job market availability?

Mrs. DAVIS. That is right.

Ms. FERRARO. I really appreciate all of your testimony. I think it has been very, very helpful. Thank you very much.

Mr. BURTON. Mr. Frank?

Mr. FRANK. Thank you.

I appreciate all of your work coming here and sharing these experiences with us. I think we have had a lot of good discussion of the dilemma you would face if it were not for this program. I think one of the important roles of Government is to set examples, to try and provide some education.

Clearly one of the problems older people face is prejudice. Older people have not been given a fair chance in the job market, because of prejudice against them on the basis of their age. It seems that one of the great advantages of this program has been that it has been a vehicle by which we can abolish prejudice. There is no better way to deal with prejudice than to show people that they are not the stereotype that has been tagged on them.

Let me talk about another aspect of this. That is the service you provide. Mrs. Lewis eluded to it. What would happen to the agencies you serve if this program were abolished? I understand what would happen in your own cases, but what would happen to the agencies you serve? Would you be replaced? At what cost? What about the services you provide if this program were to be abolished as the administration has proposed? We will start with Mrs. Lewis this time.

Mrs. LEWIS. I think our program would almost go down, because the seniors are the ones who are actually holding it up. We love the job so well that if we see a new halfway house advertised on television or in the newspapers—we are always checking these—we immediately go to them to see if we can be of any service. They are on a budget, and as I mentioned some of these things they are able to meet now, these daycare centers and halfway houses will not be able to afford it.

Mr. FRANK. That is a very good point. What you do, as I understand your explanation, is to take advantage to a certain extent of the willingness of people to make donations. There is an important point here, which is that you have to have a delivery system even to take advantage of charity. If it were not for a Government program that paid you and a few other people something, all those charitable impulses would not come to very much, because somebody has to get the apples and the diapers to the people.

I think there is a mistake in notion in the administration that you can abolish the kinds of programs that you represent and therefore private donations will take advantage of it. I think it is demonstrable that if we abolish the kind of programs that you represent we will get less rather than more from the private sector by way of donations, because there will no one there to organize it, no one to take advantage of it. A business person might be willing to give his food, but he is not going to sit and watch television the way you do and find a halfway house and seek it out.

The leverage that you provide—and that leverage is very essential. What about the other agencies? What would happen to them if you and your colleagues in the senior aid program or in the former program that you worked in, Mrs. Frix, if there were no senior aids whatsoever?

Mrs. FRIX. My position, in linking seniors with community services, would be abolished. In my work as an outreach worker I felt that I have done a lot of visiting and counseling——

Mr. FRANK. None of which would have been done if it were not for the senior aid program.

Mrs. Davis?

Mrs. DAVIS. Well I know that in our program we have people in nutrition sites, and if we are taken out of that there are going to be a lot less meals served to people in their homes. They cannot afford to maintain the senior center and also keep someone going on the road. A lof of our people do not drive.

Mr. FRANK. How much money do the people make in that program? What is the hourly wage for senior aides in that program?

Mrs. DAVIS. They get $3.35 an hour and they work 20 hours a week. To them that is a million.

Mr. FRANK. That is right, but to replace them—if anything about this program somebody should have hauled the Government into court for underpaying these people. I have not seen a program where the return on a dollar paid out is greater. For $3.35 an hour the work the people are doing in the nutrition program or any of these programs. To replace them would cost—if it were not for the heart wages as Mrs. Lewis called them—you would be paying a lot more.

Mrs. Federoff, what about in your office? If there was no senior aid program, who would do your job?

Mrs. FEDEROFF. We get paid carfare, which is quite expensive for social workers. If we didn't go across the Bay to visit people in the small counties where many of the San Francisco people are placed when they have no relatives to care for them, we wouldn't be able to visit those people because we could not afford it.

Mr. FRANK. If it were not for this program, those people simply would not be visited?

Mrs. FEDEROFF. Yes. Therefore they would not be visited as often by the social worker because there aren't enough social workers to visit them.

Mr. FRANK. If, in fact, it had to be done by social workers, it would cost a great deal more, and it simply would not be provided as you say. We are not talking about taking away social workers' jobs. We are talking about services that simply would not be provided.

Mrs. FEDEROFF. That's correct.

Mr. FRANK. I think that has to be stressed. No one has suggested that there is a more efficient way to provide the services. This is not a case of an efficiency expert or accountant saying, "We can provide these services more efficiently." I think from the testimony you have given and what I have heard elsewhere there are two irreplaceable aspects of this job.

First of all you would not yourselves be employed. Have any of you tried to work through your State employment service? Have any of you had experience with the State employment service?

Mrs. FRIX. Yes. I have.

Mr. FRANK. And?

Mrs. FRIX. That is where I looked for part-time work, but they had nothing except nighttime receptionist or security guard.

Mr. FRANK. Nighttime receptionist? Who do you receive at night?

Mrs. FRIX. It wasn't exactly in the direction that I wanted to go.

Mr. FRANK. I think that makes a point. There would be no alternative form of employment for you.

I do not think we should see this as a program that only benefits a relatively small number of people of senior age. There is a vast number of programs where there is home care, nutrition, or the fire department in the town of Seacock in my district, and others that simply would not get the service if it were not for this program.

That is an aspect that really makes it inexplicable why this program should not be abolished, because no one would be able to replace these people.

Let me just ask one other point about the employment. We face in this society prejudice against older people. Some people say, "You are no good at your job." I think what you suggested—and this is not the first time I have heard it—is that, in fact, there are some jobs at which you are better. I want to pick up Mrs. Lewis' point about senility. I am delighted to have you say that you yourself were in danger of that and through this work was able to reverse it. To have you say that, in fact, senility, while there may be physiological causes in some cases, can be a societally induced disease.

The inference I draw is that if we were to abolish this program and there were not the visits nor the outreach, there would be a great increase in this type of psychologically induced senility.

My sense is that for all of you who work with other older people, this is a case where having experienced it yourself you provide a level of service that other people could not provide because they have not had your experience. I doubt if anybody my age or younger or even a few years older would have the compassion and understanding of the potential of senility and the unnecessary nature of it that you have.

I wonder if you agree that it is not simply a case of your being able to do the job as well. There are certain jobs working with older people who have been in distress, who have been up against hard times where your very experience and the fact that you have lived through some of these things yourself, so you have a degree of

compassion that other people may not have. I wonder if any of you would like to comment on that.

Mrs. DAVIS. I would like to comment. There are several times that a homemaker will go into a home. They find that person in that home is laying in bed and is unable to get up and go to the bathroom, and they are laying in their own mess. I want to know how many would take our jobs and go out and do that.

There are not very many that would have the stamina to do that. Plain old guts I would call it, because right then they would leave and that's the last you would see of them. Our homemakers go out and they get into this kind of thing. It is not a leaf raking job. I tell you, we work, and we have many jobs that are really worthwhile.

Mr. FRANK. My sense is from experience that there are older people who will, when another older person comes as the worker, feel more relaxed, less embarrassed, more willing to talk, and more willing to take encouragement then if it were someone a couple of generations apart. We all have that. We all can relate sometimes to people with our own experiences. You will be less embarrassed talking with someone you think will understand better.

Mrs. LEWIS. One other thing I would like to mention. It was mentioned that we worked 20 hours a week, but we work——

Mr. FRANK. You get paid for 20 hours a week.

Mrs. LEWIS. Alright then. We put in sometimes 24 hours a day. If we feel that the service is needed, this is what we do. When we are reading the paper and see something in there, we are not at the job, but this tells us that this is another person we can serve. We are constantly working.

Mr. FRANK. I appreciate that. I will close by saying that if the administration succeeds in abolishing this program, over and above the damage that will be done to the older people themselves who are important to the program, I think in this one stroke they will deprive the elderly population at large of more first-rate services than anything else they can think of. It would be an irreplaceable loss to all of the programs we have to serve older people, and it would make no sense at all.

Ms. FERRARO. Congressman Daub?

Mr. DAUB. Thank you, Ms. Ferraro.

I want to say first of all I am not a member of this subcommittee as you know, but it is a special program to me and one that I support. I want to make a statement, and then ask a few questions of the participants.

Ms. FERRARO. We are delighted to welcome your participation. Please proceed with your statement.

STATEMENT OF REPRESENTATIVE HAL DAUB

Mr. DAUB. Although I wholeheartedly share the President's determination to maximize the effectiveness and fiscal accountability of Government programs, I have some strong feelings with regard to the services provided by title V of the Older Americans Act.

This program has proved itself to be an effective one and a very cost-efficient one. I am fearful that any effort to eliminate this program will result in trading what I call gainful costs for welfare costs. Beyond the fiscal considerations, this program takes advan-

tage of a vast set of resources of talent often ignored by private and public employees alike. It gives our seniors job training and experience, but perhaps more important, employers learn the advantage of hiring older Americans.

As you know, the administration has suggested that several employment related programs be consolidated into one employment and training block grant. They believe that the most effective training and employment activities can be carried out by the private sector and by States in areas where potential workers lack basic skills required for entry level jobs, and that training can best be provided by States, which you must appreciate are already responsible for vocational and adult education programs.

The administration, in the 1983 proposed budget, also recommends that a nationally administered program be authorized for providing special target groups with employment and training services. Older workers are mentioned as one of these special target groups. Certainly I am pleased to see that their special needs and contributions—that is those of the older worker—are being recognized, but I fail to see the need for eliminating a program which is working successfully at the present time.

In our State of Nebraska, I am familiar with one particular program—it is a Green Thumb contracted program under title V—and it took place at Shramm State Recreation Park. I am not sure, my memory fails me, how many were involved, but they were basically seniors employed from small rural communities in a community near the city of Omaha. They built cabins in this forested area, and it is now a place that is enjoyed by people all across Nebraska; 50 to 200 people can come there and stay on a weekend or overnight. It is quite a recreational spot. It was all built by people who understood what a hammer and a nail are all about, but did not have employment or income otherwise. Their work demonstrated to me that title V is a very fine program.

I also want to point out that in Omaha, we have a turnover rate of 50 percent. You know what that means, because you have been in the program. That means that 50 percent of the seniors who are retrained or employed will get a private sector job within a year's time. Isn't that what the program is all about?

I am here to give this subcommittee support in its inquiry. I believe it is a good program. I think that if any change is made—if a block does occur—that there must be a Federal insistence in language in the statute that mandates that the programmatic moneys for it insure the program's continued success and operation at the State level.

I want to ask one question, and it is of you, Mrs. Frix, as I read your testimony since I got here a little late. I am sure that we are all now convinced by each of you that the work you do is not leaf raking, as you said, Mildred. It is productive work.

Tell this committee if you would what other types of title V workers you were involved with. Can you remember a few to give us a broader record on the numbers of job descriptions you helped put together in your program? Can you remember some of the different functions, some of the different job descriptions?

Mrs. FRIX. In the program in Fairfax County, there are 23 positions. There are senior aides and nutrition sites. I believe there are

about four or five of those. There are five senior aides in the department of social services. The senior aides take the seniors to doctor appointments, medical appointments, to go shopping. That kind of thing.

We have one senior aide who is in a match program, which is brandnew in Fairfax County. We have one serving with CAPS, which is Community Aid to Handicapped People.

Mr. DAUB. Can any of the others of you, Mrs. Lewis or Mrs. Davis or Mrs. Federoff, remember any of the other job descriptions that you helped or know about that you have not testified about this morning?

Mrs. DAVIS. We have people who are out in restorations like you said. We have a railroad depot that was restored mostly by a lady, because the men didn't know how to go about it. She went in there with her hammer and saw and showed them how to lower the ceiling and really how to restore the place. The railroad gave it to them. It's a beautiful little place.

We are in the recycling business. We have dispatchers in the deputy sheriff's office. These ladies man the radio and let the men go out and do the roadwork. Some of these little communities couldn't operate unless they have that kind of help.

Mr. DAUB. Anyone else?

I just want to let the record show that I am through with my questioning. In this program there are potentials for services to the general community that encompass education, health and hospitals, housing and home rehabilitation, employment assistance, recreation parks and forests, environmental quality, public works, transportation, and social services.

I think it is quite a program. Thank you very much.

Mr. BURTON. Thank you very much, Mr. Daub.

For our next witness we are very pleased to have before us the Honorable Pat Schroeder of Colorado, a member of the House of Representatives.

Go ahead, Pat.

STATEMENT OF REPRESENTATIVE PATRICIA SCHROEDER, A MEMBER OF CONGRESS FROM THE STATE OF COLORADO

Ms. SCHROEDER. Thank you very much, Mr. Chairman.

I want to thank you for having these hearings so rapidly. After listening to the last witnesses, I think they said everything that could be said much more eloquently than any of the rest of us. So let me put my statement in the record if you do not mind.

Mr. BURTON. Without objection, your prepared statement will be inserted in the record.

Ms. SCHROEDER. Let me just say that I am basically here because I belong to a caucus called Free To Belong To, which is rather silly. It is a Congresswoman's caucus, and one of our main concerns has been the problem of women and aging. I am here in that role in talking about why we thought title V is so terribly important.

I represent Colorado, and obviously that is a long way away, and people could not afford to come this far. So we held a hearing in Colorado of people on title V, and we heard exactly the same thing that you heard this morning—that the jobs are absolutely phenom-

enal in providing services. We just cannot replace that. If anything, it is going to cost a whole lot more money. It will put more people in nursing homes, it will do all sorts of things, because many people will have to give up trying to live independently if they lose the services they were gaining through title V.

I think this is a classic displaced homemaker program of sorts. These are women who did everything we as a society told them to do. Many of them stayed home. They took care of their families, and then they suddenly find out that that is terrific. For that you get honor. It is very hard to eat honor. It is very hard to wear honor. It is very hard to have honor shelter you from the cold.

So here they are providing a service for absolutely the most minimum of payment, helping other people, and now some clown says let's do away with this program. It absolutely blows me away that anybody can be that insensitive and that crazy.

All I have in my statement are more statistics saying the same thing. The fastest growing poverty group in America today happens to be female and it looks like if you are going to do this, we are only going to exacerbate that and have even more females move into the poverty lines or into very economic straits.

I have testimony about what we heard in Colorado. I think we all know about the national statistics. I sit on a services committee normally, and I find it unbelievable that they are down there now asking for a 4.7 percent increase in the number of officers. I bet you did not know that we do not have enough officers in the military.

Mr. BURTON. As a matter of fact I did. I heard Sonny Montgomery's speech on the floor of the House last year.

Ms. SCHROEDER. We are also asking for more assistant secretaries in the Department of Defense, and they are asking for a 40 percent increase in the bureaucracy in DOD, and they are asking for the sun and the moon and the stars and the wind and the rain, and what are they going to squeeze down? They are going to squeeze out programs like this. It is an absolute, utter insanity. I cannot believe it.

I commend you for having these hearings, and I think the House has to do everything possible to try and save title V.

[The prepared statement of Representative Patricia Schroeder follows:]

PREPARED STATEMENT OF REPRESENTATIVE PATRICIA SCHROEDER

Thank you for letting me testify on Title V of the Older Americans Act, the Senior Community Service Employment Program (SCSEP).

The Congresswomen's Caucus, which I co-chair, has made the economic status of elderly women one of its top priorities. We were prompted by the facts. Women make up a disproportionate number of America's elderly and are the fastest rising poverty group in America.

If the Reagan Administration has its way and eliminates the SCSEP, the economic status of elderly women will worsen.

Most of the program's participants, 67 percent or over 35,000 persons, are women. In my district of Denver, Colorado, 73 percent of the SCSEP participants are women. Indirectly, women will also be affected; for 51 percent of the jobs created by the program provide services to other elderly people. The elimination of the SCSEP will mean the loss of a vital labor pool for community, social, and health programs, the same programs already staggering under funding cuts. Thousands of older women will receive, in effect, a double blow from Uncle Sam if the Administration succeeds in eliminating the SCSEP.

In addition, the SCSEP aids older women not only by providing a means to supplement low incomes, but also by acting as an aid to getting permanent jobs in the private sector. Last year, over 1,000 placements of older workers were made. In my district, SCSEP programs can claim placement of older women in productive jobs ranging from gardeners to nutritionists to drivers. Certainly, in this era of reducing government spending, we would rather see the elderly contributing their skills and taxes to the economy, than by having them be maintained by social service agencies. The senior employment programs provide an opportunity for older persons with financial problems to buffer their expenses in a productive manner. I think the persons funded by Title V will cost the government less if they are working than they would if they were dependent upon benefits for subsidized housing, food stamps, transportation, energy assistance and other benefits.

I recently held hearings in my district on the SCSEP. The testimony I received in Denver was unanimous—everybody thought it was just great. People praised the program's flexibility and effectiveness. They pointed out that it was a program free from excessive regulation. The program's ability to be responsive to the special needs, ambitions, and talents of the older worker was also praised. In fact, all those who testified from program administrators to state officials to the workers themselves were outraged that such a beneficial, effective program might be discontinued.

The benefits of the SCSEP far outweighs its cost. A performance study on Title V done by the AARP in 1978 found that the program was at the very least returning to taxpayers $1.15 for every dollar expended on the program. People stay off social service rolls and out of institutions. Communities benefit from senior citizens' skills and experience and provides a labor pool for community agencies. The program increases the income level for those who rely solely on fixed Social Security and pension incomes. The self-esteem of older men and women is blostered. Finally, economic growth of the community is realized by having persons working and spending increased revenues there.

Last year, President Reagan stated before the AFL–CIO that he "won't be satisfied until there is a job for every man and woman." This year, his Administration's proposal to eliminate the SCSEP seems to require a qualifier to President Reagan's statement: "as long as the men and women are not elderly."

The Reagan Administration's proposal runs counter to legislative intent in Congress' recent reauthorization of the Older Americans Act. It would eliminate an effective program while increasing the burden on other aid programs. The result for the low-income elderly, mostly women, would be economically and devastating.

Mr. BURTON. Thank you, Pat. I would like to congratulate you for not only what you are doing on this issue, but what you are trying to do to squeeze a few dollars out of that narrow defense budget we have.

I would like to make one comment. We fought long and hard to get a pittance of a program for the displaced homemakers. We are now going to, if we are lucky, pit them against the elderly and the handicapped and the American Indians. Maybe we could have them all in a colliseum somewhere and charge admission to fund the program. I think the greatest disservice we could do would be to just allow local government to meet these people head on and say, "We will take one of you and two of those."

We have Mr. Jones from the Department of Labor who will be coming up after you, and we just have a few questions like "why are you doing it"? We look forward to working with you because I think we have seen the bipartisan support on this subcommittee for this program, and fortunately no matter who has been in the White House this committee has worked in a bipartisan fashion because people do not get on this committee in order to help do the elderly in. We are trying to preserve and enhance the program.

Again, thank you for your work and your testimony.

Ms. Ferraro?

Ms. FERRARO. I have no questions. I want to congratulate Pat for the leadership that she has taken on all of the women's issues, par-

ticularly I refer to the elderly women in this country. I am proud to be associated with her.

Mr. BURTON. Mr. Frank?

Mr. FRANK. I would like to echo what Congresswoman Ferraro said. I think it is important that we have to keep reminding people there is an element of sex discrimination here as well, and that all the rhetoric about women in the world will not undo the harm that is done in programs like this. Across the board, those who talk about collapsing the Federal Government and reducing the Federal lull, we have seen time and again that we have a long way to go in this society before we reach the quality we should have. The Government, for all its faults, has been a positive force in the past few years. Collapsing it simply means condemning a lot of people back into absolute poverty, and we should understand that.

This is not a criticism of the free enterprise system. No text on the private market, no private sector industrialist would even claim that this sector of the population—elderly women who are the major participants in this program. General Motors could triple its output tomorrow and we could expand a lot of other industries and there would be a lot of 70-year-old women for whom that would not do much good. If there is any sincerity to people's commitment about sex discrimination and poverty, it has to be shown here.

Ms. SCHROEDER. In our whole State, there are only 521 people in this program. If anything the program is not nearly big enough. I would like to be in here saying we have a waiting list. For every 1 person in our program, we have 10 who would love to get into it.

Ms. FERRARO. There are 11.5 million people who will qualify, and there are only 54,000 who are participating.

Ms. SCHROEDER. It is literally a drop in the bucket, and if anything it should be expanded.

The other thing is that every estimate that we heard in Colorado for every sector—the private sector, the nursing home sector and everything else—was that if you kill this program, it is going to cost the taxpayers much, much, much more unless you are going to have some new policy.

Mr. FRANK. Let me ask you to combine several of your many expertises, the defense and the feminist and the aging. Suppose we amended the selective service and drafted these people and commissioned them. Do you think then that 54,000 would not amount to very much in that overall total. Maybe then we could send them out to fight the war against poverty.

Ms. SCHROEDER. Well, you know, we are bringing out those old battleships, and we are going to spend about 85 times what the old battleships are worth putting those together. Probably the cost of one of those old battleships would fund this whole program. There are days when I think what we really should do is have every American taxpayer demand that a tank or something at least be named after them, because that is all we are going to get.

That hardly registers on the scale. To cancel it means you are going to spend much more.

Mr. FRANK. You do not have to spend much more if you have the mentality that I am afraid the people in the White House and OMB have that you are prepared to let the services suffer. You are

giving a figure it would require to replace the services, but if you prefer to see fewer meals served and fewer elderly people reached by an outreach program and fewer people dealt with through homecare, it would not cost you anything. It would cost you a lot in human misery, but if you are prepared to see that dimunition of services, it does not cost you any dollars.

Ms. SCHROEDER. That is not exactly so, because a lot of people, if those services are discontinued, they are going to have to be replaced by services through nursing homes, institutionalization.

Mr. FRANK. It is a combination of the two. It is going to cost more and people will eat less.

Ms. SCHROEDER. What I think they are going to do is announce that it is a local problem or announce that it is a State problem or announce that people who care to do something about it will volunteer.

Mr. BURTON. There was a time in this country when if somebody's barn burned down, then everybody came from miles around and helped build that barn?

Mr. Robert Jones, who is Administrator of the Office of Management Assistance at the U.S. Employment and Training Administration of the Department of Labor is our next speaker.

We started out with none and we ended up with one and now have two. Could you both identify yourselves for the record, please?

STATEMENT OF ROBERT JONES, ADMINISTRATOR, OFFICE OF MANAGEMENT ASSISTANCE, U.S. EMPLOYMENT AND TRAINING ADMINISTRATION, DEPARTMENT OF LABOR, ACCOMPANIED BY PAUL MAYRAND, DIRECTOR, OLD WORKER PROGRAM, DEPARTMENT OF LABOR

Mr. JONES. I am Robert Jones of the Department of Labor, Office of Management Assistance. I have with me Mr. Paul Mayrand from the Department of Labor in charge of the old worker program.

Mr. BURTON. Could tell us what your procedure is for us to proceed? You do not have a statement as I understand, Mr. Jones. Is that right?

Mr. JONES. That is correct.

Mr. BURTON. Then questions you can answer you will answer. I do not want to put you on the spot. This was not your idea, was it?

Mr. JONES. I would be happy to give you an overview of where I think we are. Then we can field questions from there on.

Mr. BURTON. Was it your idea to eliminate the program?

Mr. JONES. It is the administration's position, Mr. Chairman.

Let me suggest at this juncture that I believe it is important to lay out discussion. It is not whether we are serving older workers or not. It is how to serve older workers in a way that is as fruitful and productive as you heard today and can hear from many other aspects of the sector.

While the budget itself does in fact suggest that there is not a current request for title V funding directly, there is, as you know, discussions going on within the administration over the whole employment and training network as to how to organize those programs. A position by the administration is soon to be put before

the Congress which will suggest ways that those programs should be organized and delivered and funded.

Within the context of that discussion, the position that the administration has for furthering services to older workers will be included and will be provided. The administration has suggested to you, Mr. Chairman, that they will be delighted as soon as that is ready to come to this committee and provide that information in that discussion.

Mr. BURTON. Excuse me. I do not mean to be rude by interrupting you, but would not it be better to have the program in place before you send these shocks throughout the community? All you can do is read what is before us, and what is before us says they are going to eliminate money from the programs, lump them together, and then let the elderly and the Indians fight it out somewhere. It is a slipshod way of doing it.

David Stockman would be ranting and raving if Jimmy Carter did this, and rightfully he should. You do not have specifics right now?

Mr. JONES. The administration does not—we will use them. In response to your question, I think the reason you have a delay, if there is one, or a timing problem is that many of these programs are all separate programs with different legislative mandates and legislative dates.

Mr. BURTON. We are really talking about this one. Title V of the Older Americans Act.

Mr. JONES. You are not, Mr. Chairman. It is part of a series of conflicts of programs.

Mr. BURTON. We are talking about this one.

Mr. JONES. If we are to address the full question—services to older workers——

Mr. BURTON. All right. What are you going to do for older workers?

Mr. JONES. That position will be put before the committee in the near future along with the rest of the positions for the employment.

Mr. BURTON. When? Give me a firm date.

Mr. JONES. I cannot formally give that date.

Mr. BURTON. Can you informally give it?

Mr. JONES. I would expect certainly within the next 2 to 3 weeks that information will be available.

Mr. BURTON. Well, how about we either have it voluntarily or by subpena within 3 weeks?

Mr. JONES. I cannot make that commitment. Mr. Angrisani has committed to you that that position would be put before the committee as soon as it is formally approved.

Mr. BURTON. How long does that take?

Mr. JONES. I can only assume, sir.

Mr. BURTON. Seriously, isn't that a pretty long process? I am not holding you responsible for it.

Mr. JONES. We are at the end of the process. It will be available very soon. We have gone through months and months of work in the administration. A constructive policy is available and will soon be here.

Mr. BURTON. If it is constructive, it will never be here.

Mr. FRANK. Do we have a money figure on that?

Mr. JONES. The total money figure that is available is what is in the budget—$2.4 billion. How that is broken down amongst the programs as the chairman was pointing out will be different.

Mr. BURTON. Do you have any idea what they are planning to do with this one? You cannot really say, can you?

Mr. JONES. No, sir.

Ms. FERRARO. Will the chairman yield?

Mr. BURTON. Yes.

Ms. FERRARO. Your being here, Mr. Jones, puts us in a position where we have to feel sorry for you because you are stuck supposedly mouthing what the administration is going to do, and yet you come in with no information. This is the pattern of behavior that this administration has exhibited since the very beginning of its term.

I chair the Human Resources Subcommittee for Post Office and Civil Service. I have tried to get information or get an administration witness before my subcommittee on the cuts as they are affecting the Federal work force or the RIF's. I keep being told that they cannot come, they cannot come in, they cannot come in to respond. We will get things later in 2 or 3 weeks.

The other day I finally got a detailed report which I issued showing that the administration is giving us a lot of garbage on a lot of the figures. When I issued it, the administration's response to it was that I was grandstanding.

How long do we have to put up with this from the administration before we start getting an answer on some of the budget issues as they affect people in this country? How long?

Mr. JONES. I would not begin to answer that question.

Ms. FERRARO. Unfortunately, that is the same position as every other administration position of people who have come before any of the subcommittees that I am on. You have my sympathy. You are doing your job, but unfortunately we should not have to be in the position of feeling sorry for you or for anyone else who comes before us. I think it is a disgrace and an affront to this congressional committee and to the people of this country that the administration is acting in this manner.

Mr. FRANK. It is not going to be an affront going in to the end of March, because they are going to be here one way. They are going to be here another way.

If Labor proposes to eliminate title V programs in favor of training program for national target groups, would there be eight or nine groups in that target group?

Mr. JONES. That are listed in the budget, yes.

Mr. FRANK. We have to work from something. What is wrong with the budget?

Mr. JONES. Do you want to know what is wrong with the budget?

Mr. FRANK. The Civil Rights Commission 1978 study says that there is widespread age discrimination in employment and training programs, and that usually older workers lose out on these; probably they figure why are they training someone who is 62. They will be retired soon. What kind of guarantees is the administration willing to give older workers to see that they get their fair share of what other programs that are developed?

Mr. JONES. That will depend on exactly what that legislation is.

Mr. BURTON. Do you have any input in that legislation?

Mr. JONES. Yes, sir.

Mr. BURTON. But you cannot tell us what it is because it could change. I am serious. I am trying not to get upset with you. I am like Congresswoman Ferraro and Mr. Frank. We have to get upset with somebody. With the elderly, more so than any other group, if there is a ripple of something happening in social security, or if there is a ripple of possible elimination of a program for the elderly, there is panic. You are talking about people's bread and butter. You are talking about their dignity. Right now all they see is that these are being taken away with Ronald W. Reagan saying, "Trust me. I will come back with something." I have been 8 years with him in California. His track record is not one that the elderly are going to bet on. He has a very bad record.

Mr. Frank?

Mr. FRANK. Ms. Ferraro is a little nicer than I when she says she sympathizes with you. I do not.

Mr. BURTON. Excuse me. Ms. Ferraro has to go shortly. Can she go first and then you?

Mr. FRANK. Yes.

Ms. FERRARO. I just have one other comment. I would appreciate your bringing this back to Assistant Secretary Angrisani. We are aware of the fact that he is here this morning speaking to the Republican staff of the House and Senate on his employment training initiatives. He got his act together for Republican staff and he was able to come up here and explain it to them. Tell him that we would appreciate it if he would afford us the same courtesy of coming up and explaining his initiatives to us.

I have two questions. One is that you started off by saying it is not a question of whether we will fund the program. It is how. I disagree with you on that. I think it is a question of whether you will fund it. When you talk about taking a program which now involves a dollar figure of $277 million, folding it into a block grant for about $89 million less than that. You are not talking about how. You are talking about whether, because the elderly are going to be competing with lots of other groups, and they are going to be stuck out in the cold. There is no two ways about it.

In addition, I think you should take a very close look at that program and see whether or not it is sufficient. To begin there are 11.5 million people who qualify, and only 54,000 are taking advantage or are able to take advantage of the program. I think it is very shortsighted.

I have two questions with reference to New York City. One is that if this program is terminated, I end up in my city alone with 100 frail elderly who will not receive home care services and who will have to be institutionalized. What will the Federal Government do to provide assistance to those people?

Mr. JONES. I think the issue will be centered around coming back in front of this committee with a specific discussion of what the program alternatives are in fact to cover those people. If they do, that answer will be given. If not, then you will move on to wondering what other services might be available.

I would not at this point make the presumption that the alternative program deliveries that we will put before this committee will not serve those people.

Mr. BURTON. Does Bob Carleson have anything to do with this plan?

Mr. JONES. I cannot answer that. I do not know.

Mr. BURTON. I sure hope not.

Ms. FERRARO. The information I have received from [illegible]r Commissioner of Aging is that there will be no way to provide the services to those people unless workers are provided. If you eliminate title V, they will not receive homecare services.

Mr. JONES. I would urge and ask your patience on that one continued issue. It is our contention to come before this committee and provide the discussion of what alternative services we will provide to the older worker community.

You suggested that might be worked into the block grant. I do not know that that is going to be the answer at all. There may be several other options that are put before this committee that in fact may provide services for those people.

I think we should sit down and give that a fair issue in discussion here and then make that judgment.

Ms. FERRARO. We are anxious to do that and we are ready to do that.

The other question I have is with reference to the anticipated whatever you are going to do with this program—cut, increase, whatever. Will the agency be looking into the replacement services for the program. By that I mean if title V is eliminated, will you be looking at what your replacement services will cost when you deal with the cost factor as affects title V?

Mr. JONES. There is not a study done virtually on eliminating title V and what the secondary outlet would be of those costs, per se.

Ms. FERRARO. Will you be doing that? It seems to me that would be the only way we could request.

Mr. JONES. I do not have any idea how you would do such a thing. As you heard yourselves, the fields of employment are very, very wide. To equate that to cost, you would have to research that whole aspect and then come back and determine again what programs are continued.

Mr. BURTON. You mean you would have to figure out whether the program would save money or not?

Mr. JONES. I am not sure I understand the question.

Mr. BURTON. Why are you doing this? Seriously, why are you doing it? The program works. Why are you doing it?

Mr. JONES. I think the suggestion of how best to deliver services to older workers is a valid one as to whether this program is the only way to do it or not.

Mr. BURTON. In other words, is it to save money?

Mr. JONES. Certainly part of it is.

Mr. BURTON. How can you figure out whether you are saving money if you do not factor in the costs of other programs?

Mr. JONES. I cannot disagree with your point.

Mr. BURTON. Fine. Go ahead, Ms. Ferraro. I am sorry.

Ms. FERRARO. I am very distressed because I do not understand why you are doing it either. All the testimony I have heard indicates that there are benefits not only the cost effectiveness, as far as the workers participating in the program, people who are recipients of the program. In New York those 100 people, if they do not get care, are going to go to nursing homes. We are going to be paying anyway.

I think you have to take a close look at what the substitute services for these people are going to cost and amount to, to see if we are really doing something for a good reason.

Another thing is, I have never heard any criticism from anyone of this program. Nowhere. There is no one who has said there is waste, fraud, and abuse in this program. I think you really have to take a close look. You know the old saying, "If it isn't broken, don't fix it?" I think it really applies in this instance. We are talking about human beings and the necessary involvement of government.

I really wish you would bring to Mr. Angrisani and to Secretary Donovan my concern that they look at all the costs first of all, and secondly my concern that they seem to be ignoring this Congressional committee.

Thank you.

Mr. BURTON. Can we get what he gave the Republican staff today or is that top secret, too?

Mr. JONES. I do not know that he has given them anything, Mr. Chairman.

Mr. BURTON. He gave them a briefing, did he not?

Mr. JONES. As soon as the administration's proposal is out, it will be available to the committee.

Mr. BURTON. Mr. Frank?

Mr. FRANK. I think the chairman asked a very good question to which he did not get an answer. Why did you propose to abolish this program?

Mr. JONES. I think the overall discussion of how best to serve older worker involves several programs. It involves several issues—how many people you can serve, what the costs are, whether training is involved, whether there is an outcome involved, or whether it is permanent maintenance. Those factors are legitimate issues to be discussed in the sequence of programs.

Mr. FRANK. Are you under the impression that that is an answer to the question? I am not. You have given me factors that go to an answer. That is not an answer. You made a decision to abolish the title V program as it exists. It seems to be a reasonable question to ask you why. Telling me there are factors to be considered that include this, that, and the other thing, I am aware of that. Why having considered all those factors did you decide to abolish title V? I mean in your representative capacity of this administration.

Mr. JONES. The decision to abolish title V per se is that it is a program that limits itself at the moment to income maintenance and salary maintenance only. It involves nothing else.

Mr. FRANK. What else is appropriate besides income maintenance and salary maintenance? What are you going to do for these people?

Mr. JONES. The discussion I assume is how to provide more services——

Mr. FRANK. This is not a services program. It is a jobs program for openers. It is obfuscation that I really do not think you should use to tell me what the factors are.

Mr. BURTON. I want to tell you something. We are on our good behavior today. Do not press it.

Mr. FRANK. The chairman's remarks are absolutely justified. This is a scandalous evasion of your responsibility to discuss decisions made. You decide to abolish the program.

Let me ask you a couple questions and then come back to this. It will give you some time to think about it.

You have how much in the budget for the replacement; $200 million for the targeted programs?

Mr. JONES. There is one part of the budget that has $200 million in it.

Mr. FRANK. How much is now being spent? How much is appropriated in the current fiscal year for all the recipients in those programs—native Americans, displaced homemakers?

Mr. JONES. I do not have that on the top of my head. Ninety percent or better of that money is involved in basic programs for Indians, migrants, and older workers. The rest of them are very, very small.

Mr. FRANK. I am disappointed when you tell me you don't have it off the top of your head, because I would assume you would not come before a committee with only the top of your head. I would hope the bottom of your briefcase would be brought to bear here. This is a relevant question. Even of those three, how much is that?

Mr. JONES. Approximately $400 million.

Mr. FRANK. $400 million, which is 90 percent, so we are talking about $440 million at the least. Meanwhile, you were talking about some people who are unemployed because of trade, but even if it was $440 million and you are proposing $200 million, we start out with considerably less than half the amount of money that is now being spent in all those target groups. Would you think we are wrong in inferring that one of the prime target groups, the elderly, will in fact get less service after than before through this program?

Mr. JONES. I think that is wrong.

Mr. FRANK. They will not get less service than before?

Mr. JONES. Oh, sure, they will get less if that factor is the only one utilized.

Mr. FRANK. You tell us to look at the budget. I am looking at the budget. Your figure is for $200 million to serve these groups. What other figure should I use? Are they going to get foreign aid?

Mr. JONES. If it is your desire to stay strictly with the budget, I am suggesting to you merely when we come back before this committee, it may well be that that is not the only dollar figure in the proposal.

Mr. FRANK. I resent your telling me to stick with the budget. I would like you to stick that budget somewhere. You are defending your administration's position. Do not tell me that I am trying to stick with the budget. I am really trying to get some serious answers from you.

It is your figure. Your administration says $200 million. Now you are telling me it is unfair to stick with your figure?

Mr. JONES. I did not say it is unfair. I am suggesting to you that it may be possible when we appear back before the committee that we will not be limiting our discussion.

Mr. FRANK. I think there has been enough political heat generated at this particularly insensitive proposal you are going to come up with some more money. I hope that that is the answer, because what you are telling us is that the budget figure the administration submitted would guarantee a substantial reduction in service for the elderly. Therefore you are telling us maybe you will not stick with the budget figure. I hope so.

Let me go back to the question. Why was a decision made to abolish the title V program? Having considered all the other factors and factored in all the other considerations, why did somebody decide to abolish the title V program?

Mr. JONES. I will answer that as honestly as I can. You will have to deal with it as it is. The decision is that that program per se as it is today limits itself. Whatever discussion is to be continued, large or small——

Mr. BURTON. It limits itself to what, sir? The program is a jobs program and it deals with jobs. You are eliminating that program as it currently exists. You keep coming back to this reason because it does not provide all the services. It is only supposed to provide a job service. So you are eliminating that and you plan to lump that in with a lot of other services. Is that what you are telling us?

Mr. JONES. Perhaps.

Mr. BURTON. When you say it limits itself to income, what other services might it be appropriate to provide to the 70-year-old participants of this program?

Mr. JONES. If there is a program model that would assist more older people into moving into more productive jobs in the private sector, I would take advantage of that.

Mr. FRANK. What else could there be?

Mr. JONES. I am assuming that you are not suggesting that older workers have nothing to do but perform on an income maintenance program.

Mr. FRANK. No. Of course not.

Mr. JONES. I think if we can provide people——

Mr. FRANK. This pays them more than the minimum wage. What other options are you thinking about for them?

Mr. JONES. I think if you had an option that had more training, more work experience, and whatever other options that would move people in situations could be sustained in the basic private sector marketplace, it would serve more people in the long haul.

Mr. BURTON. Until we got the age discrimination in employment bill 2 years ago, these people were not eligible to work, because they were over 65.

Mr. FRANK. Wouldn't it be more expensive? You are going to pay more per individual because training is more expensive.

Mr. JONES. It is not more expensive, sir.

Mr. FRANK. So you would give them less than $3.35 an hour? How would this work for training?

Mr. JONES. I am not sitting here debating design.

Mr. FRANK. Yes you are, sir, because we are trying to find out what we are doing.

Mr. JONES. I am not prepared to give you a design.

Mr. BURTON. I do not think he is prepared to do anything. Why doesn't Ms. Schroeder question him.

Mr. FRANK. One last comment. You tell me you are going to save some money, you are going to give them more service, and you are going to serve more people. I think the situation is this. There was no intention to do more. This is just part of this mindless reduction of everything no matter how well the program works.

I am interested that when I asked you your reasons for abolishing it, at no point did you suggest that the program was being run badly, that there was any deficiency or any fraud. So we have the program that the administration agrees is being well run. You propose to abolish it. You propose to fund it very much less than these programs are now being funded. The reason I asked you about the alternatives is that, frankly, I do not think there are any. I think this is a last minute effort to cover yourself because of the pressure. I think you intended simply to cut the services to these people, and unfortunately for the administration all the people were not ready to roll over and play dead the way you were hoping they would on this program.

There has been enough fuss and enough political activity so now you are doing it. That is why I think you, a man of some intelligence and capacity, have to come here so unprepared that you simply cannot answer basic questions. It is because you tried to pull something and did not get away with it. Now you are playing games with us verbally. I think that is the only explanation I can have. Because there are no serious alternatives that have been thought about.

I hope that the majority, particularly after hearing this testimony, will go ahead and fund the title V program. As Ms. Schroeder said, we should think about expansion, not play with some fantastic, nonexistent alternative that was hoked up because they got too much political heat.

Mr. BURTON. Thank you, Mr. Frank.

Ms. Oakar?

Ms. OAKAR. I am sorry I am late. I was actually talking on the House floor about the senior citizen service employment program and my disappointment that you would gut it.

One of the things that I think is very reprehensible is that you have merged this program with at least eight other groups, including Native Americans, migrants and seasonal workers, veterans, dislocated workers, and so on, and yet your combined program is less than what you had for just the older people themselves.

Are you familiar with the Civil Rights Commission study of 1978?

Mr. JONES. In general, yes I am.

Ms. OAKAR. Do you know what it says in reference to age discrimination? What did it say?

Mr. JONES. It drew some basic questions as to whether the employment training programs in general, CETA in particular, were in fact serving older workers in the way they should.

Ms. OAKAR. They found that, indeed, the older workers were discriminated against and that they were underserved in federally funded programs. It did not criticize programs per se that already

existed. It said that there should be more of them. Would you agree that older people have a harder time getting a job? That there is age discrimination that they face when they attempt to get a job?

In my State, for example, you talk about the private sector which seems to be the chips that this administration puts on everything—the private sector will handle it. I am waiting for them to come forward. My small businesses are going bankrupt so they are not able to come up with jobs. The large corporations are merging, and by and large they leave the State of Ohio and go somewhere else. I am waiting for private sector assistance to happen.

We have a 12.5-percent unemployment rate in my State, and we have not seen this trickle down theory work. We have the most devastating unemployment since the 1940's in our State. We are going to lose 2,300 jobs out of this program for older Americans in addition to what we have already lost. Do you then think that older people have a harder time getting a job in terms of the discrimination they face because of their age?

Mr. JONES. I think it is more difficult for them to get into the job market for several different reasons. Yes, ma'am it is more difficult.

Ms. OAKAR. Is it age? Unemployed workers who are middle age, let's say they are 50 or 60 years old or elderly middle age, they cannot get a job whether they are male or female. If they are female, they have not only the age factor, they have the gender factor. This program serves a lot of older men but it serves more older women. Gutting this program is another blow to older Americans.

I am trying to imagine for the life of me where the safety net is in this budget. I do not want to get into dealing with you personally, but I think the fact that there is a gag rule in this administration—we have faced it in other committees, Mr. Chairman, where you invite people to come forward, and they do not show or they retrieve their testimony before it is on the record because they are frightened they have said something wrong. I have never faced this in the 5 years I have been here.

We are using you as a symbol for what I think is the problem, and I want you to know that.

Mr. BURTON. I think we found out that it was his all the way.

Ms. OAKAR. Well if it was his all the way, there would be another. I am sure there is not a lot of thought process here.

If you believe that there is age discrimination and if you believe that the Civil Rights Commission study had accuracy toward it, believe that statistics do not lie. From the Labor Department, it is your perspective on the unemployment situation—much higher unemployment rate than we had even 2 years ago, then how could you eliminate the program by merging it with other vulnerable groups. These other groups have a hard time getting employment.

In effect what you are saying is that you are fostering the notion that older people are not productive and should not be retrained and so on, and you are fostering in my judgment, a continuance of the blatant age discrimination that exists in this country. You have no substitute. Just to say that the private sector will handle it does not answer the question of why you eliminated it from the budget.

This is what I find so absolutely reprehensible. You are eliminating essentially 54,200 jobs for older people.

You are eliminating not only their job potential, you are eliminating their ability and their opportunity to be trained. I do not see how anyone can then say publicly, as the President has on more than several occasions using the free prime time that he is able to get, that he is not going to cut programs for the elderly and so on. This is a direct slap in the face to those people.

The taxes they pay because they are in a program like this regenerates itself. So in effect it wipes out that amount of money that the program is allotted in the budget.

I want you to carry that message back. That this is another form of age discrimination, and you are cutting out a jobs program for older people, and in effect you are cutting out their resources. You are really cutting out for many of them—because people who enroll in this program are not only elderly, they are poor—you are eliminating their opportunity for survival. Are you into survival when you relate to older people?

I see these people from the administration with their computers. Are they really out there in the field with the blood and flesh they are dealing with when they eliminate programs like this? Do you realize the impact it will have on the people who are in this program? Do you personally realize that?

Mr. JONES. Yes, ma'am.

Ms. OAKAR. And you agree with it?

Mr. JONES. I do not necessarily agree with the assumption that there are absolutely no other alternatives nor would there be under any circumstances.

Ms. OAKAR. Do you agree that the unemployment rate is higher in this country than it was 2 years ago? Do you agree that there is age discrimination for those who are unemployed, who are older, who have a harder time getting a job than perhaps someone else in this country?

Mr. JONES. Yes, ma'am.

Ms. OAKAR. Do you agree that older women would have an especially difficult time getting a job?

Mr. JONES. Yes.

Ms. OAKAR. Then how can you say that you do not agree with my assumption.

Mr. JONES. Because I do not agree that this program is the only way to deal with that issue.

Ms. OAKAR. You do not have anything else in the budget. There is nothing else in the budget and that is what we are dealing with, Mr. Chairman.

I do not buy that pie-in-the-sky private sector thing. Do you know what business people tell me? We cannot stand the jacket they are putting on us, because our factories and our places in my city and my State are closing. There are no jobs for anyone. Wait until you see the small businesses with the exception of the huge corporations that you give every break imaginable to, rebel for the fact that you have given them the jacket for solving all the problems in this country.

Mr. BURTON. What do you do, Mr. Mayrand? Just for the record, identify again what your job is. Then we will let you all go. We will see you before the end of March.

Mr. MAYRAND. I am responsible for the administration of the program on a day-to-day basis—title V.

Mr. BURTON. Does it work alright?

Mr. MAYRAND. I think the Department has testified previously that we think it has been an effective program. It is a good program.

Mr. BURTON. Thank you. Tell them.

One other question, Mr. Jones. During yesterday's Ways and Means hearing, Secretary Donovan stated he was a strong supporter of title V and would make the program top priority. I was going to ask you what did he mean by that, but that is really unfair. I guess we just have to wait and see what you come up with.

I think you can take back the strong feelings of both sides of the committee that it is an awfully good program, and it is going to take something really good to replace it.

Mr. Wampler?

STATEMENT OF REPRESENTATIVE WILLIAM C. WAMPLER

Mr. WAMPLER. Thank you, Mr. Chairman. I apologize for being late. I have been in a meeting of the Agriculture Committee this morning trying to go over budgetary problems there, reviewing the budget summary for 1983 and also trying to prepare what our input will be by way of recommendations to the House Budget Committee.

I want to say to both of you gentlemen that I appreciate the difficulty of your job. I realize that you have a responsibility, but I hope you realize we have a responsibility here as one of the branches of our Federal Government.

Mr. Chairman, I would like to ask unanimous consent to insert a statement in the record, along with some other documents.

Mr. BURTON. Without objection, your statement and documents will be included in the hearing record.

[See app. I, p. 170 for material submitted by Mr. Wampler.]

Mr. WAMPLER. I would also like to say to the witnesses this morning that I am a strong supporter of title V, starting with the Operation Mainstream some 17 years ago, and other programs that have been developed. I think a program such as Green Thumb is very effective. I have had the opportunity to view their progress and the results of them in my district and other areas of the country.

I hope you will reexamine your position. I realize you have a responsibility here. Here is a program that is working well and serving a segment of our population that needs this special type of recognition, and for that reason, I hope you will reexamine your position.

We have a responsibility, and I think I can reasonably predict what that is going to be. I appreciate your coming here, and I will read your statement . I am sorry for my tardiness in arrival.

Thank you, Mr. Chairman.

[The prepared statement of Representative William C. Wampler follows:]

PREPARED STATEMENT OF REPRESENTATIVE WILLIAM C. WAMPLER

Dr. Alex Comfort said "as an old person you will need four things—dignity, money, proper medical services and useful work." Mr. Chairman, since the inception of operation mainstream, seventeen years ago, and the evolution of title V, I have seen Federal employment programs for the elderly go a long way toward meeting all four of these needs. I have watched employment programs, such as Green Thumb, become a major part of the Older Americans Act, with the support of three administrations and leaders of both parties within the Congress.

I am pleased that we have worked together on this committee, Mr. Chairman, to support and continue programs of assistance to the older workers. I commend your leadership in conducting these hearings today. Perhaps, we will also find it convenient to schedule further hearings to hear testimony from the Department of Labor on their plans to meet the needs of the older worker upon completion of their legislative proposals.

I share the disappointment of 54,200 older workers and 1,100 community projects, nationwide, for the abeence of funding for this program in the administration's fiscal year 1983 budget. I look forward to hearing about the administration's new initiatives to assist older workers. I plan however, to continue my full support for the title V employment program which, I trust, will co-exist with any new efforts the administration may have in the employment and training area.

I want to welcome all of the witness, especially my dear friend Dr. Arthur Flemming whose distinguished career in aging and civil rights is known by all. Your outstanding research on age discrimination and your commitment to ending this type of discrimination as chairman of the civil rights commission is to be commended. Your record as chairman was outstanding, and I am sure your testimony today will be also.

I also want to welcome Ms. Patricia Frix, a very dedicated title V worker from Northern Virginia. While I represent the southwestern part of the commonwealth, I am sure that you can speak for our successful title V workers statewide.

I am very proud of the successful record of all of the national contractors and the Virginia office on aging in providing approximately 1,145 jobs to elderly Virginians by working closely with each other and the entire network in the commonwealth. I have been alarmed to hear critics of the title V program say this program is "a make work program." In Virginia, our title V participants are engaged in highly professional services such as education, health care, home rehabilitation, nutrition, and employment assistance. In rural communities these services are critical and essential.

Critics have also challenged that the program does not have a high rate of placement into unsubsidized employment. The required rate of placement was 10 percent until the regulations were changed in 1980 to 15 percent. The actual rate increased in 1977–78 from 10.6 percent to 12.2 percent in 1978–79, exceeding the required rate at that time. The rate was slightly reduced to 11.2 percent in 1979–80. One national contractor, has already reached that 15 percent goal to this date; while the other contractors and the States are implementing job fairs, job banks and other innovations to reach the goal. Preliminary estimates from the Department of Labor indicate that the program will attain, and perhaps, exceed the unsubsidized placement goal of 15 percent this year.

I might also add that placement is more difficult in rural areas served by three of the national contractors and several rural States. Unfortunately, the private sector has not been the employer for those 55 years and older in rural areas.

Age discrimination in employment places many older persons at a disadvantage in the private sector job market. There was a 76 percent increase in the number of charges of age discrimination filed with the EEOC between 1979 and 1981. Once unemployed, older persons remain out of the labor force nearly twice as long as younger workers.

Finally, Mr. Chairman, I would like to mention the cost effectiveness of the title V program.

Between July, 1975 and 1976 enrollees in the U.S. FOREST SERVICE program accomplished over 730 "man-years" of conservation work valued at more than $4.5 million. About $3 million was spent for wages.

According to AARP, each placement of an enrollee returns an average of $1,039 more in tax revenue than it costs to find the participant a permanent job.

According to a survey of 400 new enrollees in 1976, approximately 29 percent were receiving food stamps averaging $48 per month and 16 percent were receiving an average of $65 a month in SSI payments. The study estimated that, given the wage rate paid by the title V program at the time, all benefits under SSI and food stamps would be lost by enrollees upon joining the program.

The survey concluded that the food stamp and SSI program, together, saved $24 per month whenever title V added a person to its rolls and would continue to save this amount for as long as enrollees remained title V participants or remain employed once placed in permanent jobs.

Mr. Chairman, particularly during this critical time of economic austerity, potential savings such as these must not be overlooked.

As a witness from Morgan Management, Inc., will confirm today, the title V program is an effective program operated with an absence of fraud and abuse.

The title V program under the Older Americans Act has symbolized freedom of choice and opportunity for the elderly. For these reasons, I strongly support continued funding of title V and commend its goals of community service and economic opportunity.

Mr. BURTON. Thank you.

Thank you very much, Mr. Jones and Mr. Mayrand. Again I hate to see other people taking a fall for policies that may not be theirs.

Dr. Solomon Jacobson is vice president of Morgan Management, Inc., and was principal investigator for the Federal Council on the Aging's evaluation of title V.

Dr. Jacobson?

STATEMENT OF DR. SOLOMON G. JACOBSON, VICE PRESIDENT, MORGAN MANAGEMENT SYSTEMS, INC., AND PRINCIPAL INVESTIGATOR FOR FEDERAL COUNCIL ON THE AGING EVALUATION OF THE TITLE V PROGRAM

Dr. JACOBSON. Thank you, Mr. Chairman.

My name is Solomon G. Jacobson. I am vice president of Morgan Management Systems of Columbia, Md. Along with my colleague, Edward Wilt, we prepared, "An Evaluation of the Performance of the Senior Community Service Employment Program under Title V of the Older Americans Act."

The report was sponsored by the Federal Council on the Aging as part of their responsibility under a congressional mandate to review the progress of programs funded under the Older Americans Act. Our study concluded that the congressional objectives for title V were met by the program.

SENIOR COMMUNITY SERVICE EMPLOYMENT PROGRAM

We found the senior community service employment program to be an effective program. It is operated with an absence of fraud and abuse. The program serves senior citizens who want to make a contribution to their community. It provides many seniors with a chance to learn new skills and to compete successfully in the job market.

You have heard such statements from others testifying on behalf of the program. Our comments are based on the national study of the title V program which we completed in 1981. We examined records for the program year ending June 30, 1980, and found the following.

In the program year 1979–80, the senior community service employment program served 56,041 enrollees as of June 30, 1980. However, we estimated that there were actually 76,703 persons

served during the entire year. In short, about 33 percent more enrollees flow through the program than is listed in its year end statement. The program is even more effective than it gives itself credit for being.

In the program year 1979–1980, 66 percent of the enrollees were females, 60 percent did not graduate high school, and 32 percent were members of minority groups. This indicates that the program reached out to recruit those most in need of employment opportunities among the older population.

The program is operated by 8 national sponsors and 49 State sponsors active in all States and territories. There has been cooperation among national sponsors and State sponsors to the benefit of the older workers served by the program.

In our judgment, the senior community service employment program is cost-effective. Please bear in mind that we did not do a cost-effectiveness analysis, yet there are many elements in the program which indicate its value. For example, the program has operated since 1968 with administrative costs that remained under 15 percent of overall operating costs.

Another example is that placement of older workers in unsubsidized employment provides a return in tax dollars which may over time greatly offset operating costs of the program. If only 10 percent of enrolless—say 7,000—take unsubsidized jobs and pay $1,000 a year in taxes, that would amount to $7 million per year. If each worker remains employed for 5 years, that would amount to $35 million which would cover costs for over 12,000 enrollees in a single year.

Furthermore, the program provides services which are seldom recorded. For example, we heard many times that older persons would be placed in unsubsidized employment without entering the program. In other words, older persons on the waiting list or just making inquiries were helped to find jobs. In some cases, enrollees themselves served as older worker placement specialists.

The program does not displace employees, but rather provides services which probably would not otherwise be offered in a community. Such low cost efforts as fire prevention teams of senior enrollees may pay for themselves if even one home is saved from a fire.

The lessons learned from program operations are transferrable to organizations interested in employing older persons. In a separate, "Report on Six Projects Funded by the Senior Community Service Employment Program," which we prepared for the Federal Council on the Aging, we cited many innovations such as job development programs which may be initiated elsewhere.

The example of an older worker making a significant contribution in the work force is probably more effective in changing employers' attitudes than an expensive multimedia campaign.

The senior community service employment program has a symbolic value, however, that is beyond any cost effectiveness measures. It provides a clear statement that America respects the contributions of its older citizens and that functional capacity, not age, is a measure of a person's value on the labor market.

Finally, let us look at the issue of transition to private employment. While there are probably many ways to increase private

hiring of older workers, I doubt if many are as effective as those devised by the senior community service employment program operators. First, they are aware of the training needs of older workers. Second, they have had firsthand experience with the performance of older workers on the job. Third, the senior community service employment program operators have made contact with employers in their local markets and know how to approach them. If transition to private employment is desired, the operators of title V programs appear to know how to make it happen.

However, I have often stated that transition to private sector employment should not be the tail that wags the dog. The senior community service employment program has a far larger role to play. By taking the older worker who is discouraged and putting him or her to work in a highly visible service to the community, the program transforms lives as it provides work experience to productive older citizens.

Let me add as a final note that I personally have no fondness for Federal programs. In 1977 I pointed out some of their faults in my dissertation. Yet title V meets my criteria for a good Federal program. First, it is a single-purpose program and relatively simple to operate. Second, it operates in an area—employment of the hard-to-employ worker—which the private sector has thus far avoided. Third, it provides lessons and practice guides which may be copied. Fourth, it is responsive to—indeed it is operated by—local persons who best know the area and the people.

The Senior Community Employment Service program is the most effective program I have ever evaluated and in my opinion it should be retained and strengthened.

Thank you very much.

Ms. FERRARO. Thank you very much, Dr. Jacobson.

Mr. Wampler?

Mr. WAMPLER. I have no questions.

Ms. OAKAR. Let me thank you for your study first of all. Obviously we are delighted that it has such a great reputation.

I had given my own remarks that 54,200 people were served by this program, and you mentioned that it actually regenerates itself in other directions. Could you go into that a little bit more?

Dr. JACOBSON. My colleague, Ed Wilt, looked at the entire program operations over the year. He found out that people entering and leaving the program were not being counted in the year-end statement on the basis of program records we estimated that nearly 77,000 persons we enrolled in the program year 1979 to 1980. Yet in the year-end report, it states that slightly over 56,000 people were served that year.

Ms. OAKAR. So as an adjunct to the program they do a kind of ombudsman type work whereby they, if they know of other jobs and they feel that people do not need the training programs, refer them.

Dr. JACOBSON. The role that the program plays in referring and placing non-enrolled older workers in unsubsidized jobs is not uniformly recorded. We guess several thousands of unemployed older persons are aided in this manner.

Ms. OAKAR. Some have criticized the program for not doing a good job of placing workers in unsubsidized jobs. Did you find that to be true? Would you care to comment on that kind of criticism?

Dr. JACOBSON. The placement of older workers in unsubsidized employment is a relatively new goal and it is an exceedingly difficult task. That is due, in part, to the point you raised about discrimination against the older worker, and is also due to the problems in the economy.

There have been successful efforts made by the program operators to place senior citizens in unsubsidized work. The operators have been successful in many geographic areas, although difficulties occur in areas of high unemployment, especially in rural areas and in some urban areas. The transition to unsubsidized employment is one of the most difficult goals that the program operators have to meet.

A variety of tasks have been undertaken to meet the goal such as using older workers as employment placement officers in State employment agencies.

There are barriers to employment of older workers which will take a long time to come down, and the effort is going to be very, very difficult.

Ms. OAKAR. But they have a better chance of getting a job because of the program than if they had no program at all?

Dr. JACOBSON. Yes. The program itself is making a start, for example, in reducing barriers to older worker employment by providing visibility to the older worker in the work force. In showing what the older worker can do, it is actually breaking down some of the prejudices against older workers. Since the increase in the transition goal in 1978 the program is making great advances in learning how to train older workers for jobs in the private sector and how to place them there.

The experiment has really just started. Not enough is now known about the program to know what is actually the most successful way to place persons in unsubsidized employment, but there should be increased transition in the future.

Ms. OAKAR. Thank you very much.

Mr. Chairman?

Mr. BURTON. Thank you very much, Dr. Jacobson, for your testimony. I am sorry that I had to leave the room.

Could you briefly comment on the lack of placing title V people in unsubsidized jobs? It seemed like you were answering part of that in Ms. Oakar's questioning.

Dr. JACOBSON. Yes. I was addressing it. The program has been unfairly criticized for not placing enough people in unsubsidized private sector employment programs. As you know, in section 502(e) of title V, Congress suggested that experiments be made to place older workers in private business. That section was never funded, although I understand that it will be this year. There is still much to learn about the problems in placing older workers in private sector employment.

We found that the placement of the title V enrollees was largely into the nonprofit organizations or into Government. Only about 25 percent, as far as we can determine, based on studies done by some national sponsors, of enrollees who were transitioned into private

sector employment. While a wedge is being made, the crack into the market has not yet been made.

I speculate that an increased effort on transition would, if you will excuse the expression, "cream" the most eligible enrollees and encourage recruitment of workers who are most easy to place in unsubsidized employment. If I were a program operator who wanted to have a good transition record, I would recruit the well educated older person, and the youngest of the older workers to my program. I would probably have an excellent placement record.

However, the program, as it presently operates, is tremendously effective in serving persons over 65, over 70, some over 80, and some even in their 90's. That is a great achievement of the program which could be lost if the emphasis was made entirely on transition into private employment.

Mr. BURTON. Thank you very much.

Ms. OAKAR. Mr. Chairman, I think one of the things Dr. Jacobson mentioned before you had a chance to get back was that over and above job placement one of the things this program does is eliminate or at least contribute to the elimination of the attitude toward older workers' ability to be on the job. That, in and of itself, is reason enough for this small investment. So, it does contribute to an elimination of age discrimination in the job market.

Yesterday we had hearings for the full committee, and over and over again we heard the same statements relative to age discrimination. We cannot just factor in job placement and consider that to be the major factor relative to the program.

Mr. BURTON. Thank you, Ms. Oakar.

Thank you very much, Dr. Jacobson.

It is now a great pleasure to hear from Dr. Arthur Flemming, Chairman of the U.S. Commission on Civil Rights and Chairman of the National Committee on Careers for Older Americans, former Commissioner on Aging, former Secretary of Health, Education, and Welfare. Doctor, it is an honor to have you before this committee.

STATEMENT OF ARTHUR S. FLEMMING, CHAIRMAN, U.S. COMMISSION ON CIVIL RIGHTS, AND CHAIRMAN, NATIONAL COMMITTEE ON CAREERS FOR OLDER AMERICANS

Dr. FLEMMING. Mr. Chairman, I regard it as a real privilege to have the opportunity of appearing before the committee regarding this very important issue.

I apologize for being here late and not having the opportunity of listening to the previous witnesses, but I have been occupied with funding the 1983 budget of the Commission on Civil Rights before the Appropriations Subcommittee this morning.

I would like to say in opening discussion that as one who is deeply interested in providing increasing, not decreasing, opportunities for the meaningful involvement of older persons in the life of our Nation, I appreciate very much this committee focusing on the recommendation in the President's budget relative to title V of the Older Americans Act.

The recommendation to eliminate all appropriations for the senior community employment service program, it seems to me, is

a serious blow to the efforts to combat age discrimination in our Nation.

Also it seems to me that the recommendation is a serious blow not only to the older persons who are participating in the program, but also to those who are served by the participants in the program.

The senior community employment service program evolved, as this committee knows, over a period of 13 years. Its results, it seems to me, speak for themselves. This committee has spent a great deal of time becoming acquainted with those results. It has been studied and evaluated by committees of the Congress including this committee and by other groups, and has always received enthusiastic commendations.

Most recently, congressional support for the program has been reflected in the near unanimous vote by the Congress to extend title V for 3 years at its present level of operation. President Reagan signed the extension into law in December of 1981.

In light of this history, it is difficult to understand why less than 2 months after affirmative action by the Congress and the President would propose to dismantle that program which has made and continues to make such a significant contribution to the life of the Nation.

The proposal to dismantle comes at a time when joblessness among workers 55 and over is soaring, reaching its highest peak since 1961. According to January figures, a rate of unemployment among workers 55 and over is 4.6 percent. This committee appreciates that it is a very high rate for older persons.

The number of unemployed males under 55 increased during 1981 by 27 percent while the number of unemployed males 55 and over rose by 35 percent.

It seems to me that we have been getting very little comfort from the proposal to include older workers along with migrant farmworkers, displaced homemakers, ex-offenders, Native Americans, and those suffering competition from imports among others, in the new training program to be funded at $200 million, which as I understand it would be one-third of the funds now available for these programs.

As this committee may recall, the U.S. Commission on Civil Rights a number of years ago engaged in field studies and held public hearings on the whole question of age discrimination in the administration of programs that are financed in whole or in part by the Federal Government.

As a result of our field studies and as a result of our public hearings, we did issue a report. In this report, we found that in connection with all 10 of the major programs that we studied there was present discrimination on the basis of age. I concluded in this outline all of the findings. Actually not all of these findings are relevant to the point I would like to make.

The first one is we found that discrimination on the basis of age and the delivery of federally supported services and benefits exist to some extent in each of the Federal programs that we examined.

We also found that age discrimination exists because Federal, State, and local program administrators develop policies that nar-

rowly interpret broad statutory goals, the application of which limits the participation of certain age groups.

We also found that age discrimination takes place when the Federal Government establishes program performance factors which effectively restrict participation of certain age groups of the program.

Likewise we found that age discrimination takes place when, without express authorization in Federal statute, State and local program administrators develop program policies or practices that in effect restrict participation of certain age groups.

Likewise we found that continuance of historical pattern of age discrimination in the allocation and use of funds for service programs is justified by some Federal, State, and local administrators on the ground that more equitable allocations require additional funds.

In addition, we found that the CETA training and public service employment programs and the vocational rehabilitation program restrict participation of older persons because these programs rely for their success on the public and private employment markets, which often discriminate in employment on the basis of age which often maintain compulsive retirement policies.

Likewise we found that discrimination on the basis of age occurs when program administrators provide services to some age groups rather than others because of a belief that providing services to them will provide a better return on the Government's investment.

We also found that negative staff attitude toward older persons predisposed program administrators to neglect or avoid serving older persons.

The cumulative impact of all of these findings makes it abundantly clear that when older persons' needs are considered along side the needs of other age groups or other segments of our society, a pattern for administrative action has developed, which makes it impossible to obtain their fair share of whatever resources they deem available.

There has been some improvement in the attitude of some administrators over a period of the last few years. I have had the opportunity of continuing to stay in touch with the developments in the field. It seems to me that we cannot assume that agism and the administration of programs of this kind have disappeared by any means. We are still above the basic attitude on the part of those who are charged with the administration of service programs.

Consequently, to take just an aspect of title V and put it in with all of these other programs, means that in effect the title V program has evolved over a period of 13 years will virtually disappear. In my mind, that would be very unfortunate.

Personally, I hope that Congress will see to it that this important program will be maintained at its current level, consistent with the action taken by Congress when it reauthorized the Older Americans Act just a few months ago.

Thank you.

Mr. BURTON. Thank you very much, Dr. Flemming.

It has been suggested by some who would call it an income rather than a jobs program, that Health and Human Services rather than Labor should administer the title V program. Do you

think there would be more sympathy in HHS—if the administration is calling the tune it really does not matter who is beating the drum?

Dr. FLEMMING. I know that issue has been raised quite a number of times. It was raised when I was serving as the Commissioner on Aging. I can see how the administration of title V can be tied with the administration of title III.

Personally I would not confuse the picture by raising that issue at this particular point, because it seems to me at this point the very existence of the program is at stake. I think the important thing is to make sure that the program is maintained at approximately its present level.

I think the pattern of administration has been pretty well established over a period of the last few years. The Congress performed an oversight function in this area. Congress has given the Department of Labor some instructions from time to time relative to the participation on the part of private organizations over the States and so on. I do not have any particular quarrel with the way the program is being administered now.

I personally would not confuse what seems to me to be a very basic, fundamental issue by raising an organizational question at this particular point.

Mr. BURTON. Ms. Oakar?

Ms. OAKAR. Thank you, Mr. Chairman.

You mentioned in detail your report on civil rights. Do you feel that this act has contributed to the elimination of age discrimination?

Dr. FLEMMING. I think it has because it has demonstrated at the level it has been functioning that a great many of the myths surrounding the role of older persons are just that. They are myths. Older persons have come into these programs. They rendered outstanding service to the community service agencies. They have been a part of and I am sure that as a result of that in those communities a good many persons have changed their attitude, changed their opinion relative to the involvement of older persons in the life of our Nation. I think it has made a very real contribution.

Ms. OAKAR. So when we eliminate a title that relates to the whole issue of age discrimination, which has been a subject of this subcommittee and full committee, in effect what we are doing is backtracking again on the civil rights issue. You can get into more defined areas like the older black women who are served by this program who have the triple threat of discrimination, and so on.

Thank you very much, Dr. Flemming.

Dr. FLEMMING. Just yesterday I had the opportunity of addressing a group of executives from the field of management. Many of them said that working with executives of that type in order to get an aptitude, changed personnel policies in order to get them involved in what I think is a crusade to open up opportunities for older persons.

The Federal Government, at this point, should in effect withdraw. For that to happen would have a very deafening effect on the efforts that have been made over the years to bring about a change in attitude.

Mr. BURTON. Mr. Wampler?

Mr. WAMPLER. Thank you, Mr. Chairman.

I would like to say that it is a pleasure to have Dr. Flemming here before the committee. If you will pardon a personal reference, Mr. Chairman, I have known Dr. Flemming for almost 30 years. I have always admired him as a public servant, as an educator, and now back to the very vital fields of human rights, civil rights, and of course his long association with the problems of aging.

About 4 or 5 years ago, Dr. Flemming was kind enough to accept an invitation to come to my district to visit a group of senior citizens. It was a delightful day. The ladies had made a bicentennial quilt, and presented it to Dr. Flemming, and we were proud of that. We were proud of the fact that he took time to come down to visit with senior citizens in southwest Virginia.

Dr. Flemming, I suppose what I am about to say is more of an observation than a question. As you and other witnesses have so well pointed out, the title V program is invaluable. It is a rather interesting phenomenon that in this instance you find conservatives, liberals, Democrats, Republicans, urban, rural, and just about all types of interests solidly behind this program. I know you can appreciate, as I do, that in the budgetary process someone has to make decisions. Sometimes you wonder what the rationale behind those decisions might be.

There is no way that I can accurately predict what that anguish is going to do, but I think it is evident that Congress is not going to cut this program. If anything it is the type of program we should expand. We have to at least maintain the status quo or at the very least accept a modest cut only in recognition of the budgetary reality.

The one last observation you made, which I think is so valid: that indeed there is a role for the private sector to play here so that they can recognize the contributions that older Americans can make in becoming a real contributing member of society. It is a matter of dignity, self respect, and the many other advantages that accrue from it.

I want to thank you for taking time to come here. As I say, I know of few people who are better qualified to speak on this subject than yourself. I think your active career is further evidence that older Americans have a vital role to play. My guess would be that in a typical day, Mr. Chairman, that Dr. Flemming would put in more hours of constructive work than you and I.

In any event, it is a pleasure to see you here. Thank you. I want to assure you that your observations and your testimony will be very helpful as we face this very difficult budgetary question.

Dr. FLEMMING. Congressman Wampler, Mr. Chairman, if I might comment.

First of all, I recall with a great deal of pleasure my visit to your district and the opportunity I had meeting with the older persons in the district, not only speaking to them but listening to them also and becoming acquainted with their concerns.

I first began to appear before congressional committees in 1939 when I was a member of the U.S. Civil Service Commission. Over the span of years I have developed a great respect for our system of checks and balances. It seems to me that in connection with this

committee's consideration of this particular issue we are getting a very clear manifestation of the value of our system of checks and balances, because this committee understands how this program has evolved over a period of time. This committee understands the issues that people have had to confront and resolve.

I feel that this committee as well as any group in Government understands what it would be to suddenly tear this program apart and bring it down to zero. Three or four years from now, if that happened 3 or 4 years from now and someone decided to reestablish a program of that kind, they could not do it overnight. It would take time to put the pieces back together again—pieces that are together because of the way in which this has evolved.

It seems to me that the Congress is in a position to prevent that kind of a break from taking place in connection with a very positive and a very constructive program—a program that has meant a great deal to the older persons who have participated and meant a great deal to the persons who have been on the receiving end of the services that the older persons have rendered and has meant a great deal in terms of bringing about a change in attitude relative to the fact that older persons really do represent a resource, and in many instances unfortunately an untapped resource, a resource that we can ill afford as a nation to continue to ignore in the way in which we have.

Once again, I am very, very appreciative of this manifestation of the operation of our system of checks and balances. I operate in the civil rights area. I am more and more appreciative of the ways in which courts perform the role in that particular area as we go through a difficult period.

I think we should do everything we can to maintain this concept, because if we do it then it will be possible for our Government to move forward rather than backward in dealing with these programs that have such a profound impact on people.

Mr. WAMPLER. Dr. Flemming, we have a responsibility as the legislative branch of Government to consider all proposals, recommendations, and as far as I am aware there has been nothing offered to substitute for title V that will effectively do the job. What they—the administration—are asking us to do is to totally dismantle it, and that is unacceptable.

To that extent, if the administration—and I use that in a broad sense—is looking for somebody to blame, they can blame Mr. Burton and myself. We are here to see that this program is carried on. As you well know, I am generally regarded as a fiscal conservative. I believe that Government, like people, must live within an income, but we have to make these tough choices. This has to be the type of program that Government has a moral responsibility to continue. I think it is that simple.

We will do our best. I do not know where we are going to end up, but we are certainly going to do our best.

Dr. FLEMMING. Anything I can do to be of further help, I will be delighted to do, Mr. Chairman.

Mr. BURTON. Thank you very much, Dr. Flemming.

I would like to echo Mr. Wampler's remarks concerning you and concerning this program.

[Whereupon, at 12:30 p.m., the hearing was adjourned.]

OVERSIGHT ON FISCAL YEAR 1983 FUNDING OF OLDER WORKER PUBLIC SERVICE JOB PROGRAMS

FRIDAY, FEBRUARY 19, 1982

HOUSE OF REPRESENTATIVES,
SELECT COMMITTEE ON AGING,
SUBCOMMITTEE ON RETIREMENT INCOME AND EMPLOYMENT,
Boston, Mass.

The subcommittee met, pursuant to notice, at 10:10 a.m., in room 208, John W. McCormack Post Office Building, Boston, Mass., Hon. Barney Frank (acting chairman of the subcommittee) presiding.

Members present: Representatives Barney Frank and Edward Markey of Massachusetts.

Staff present: Mary Beth Cahill, staff assistant.

OPENING STATEMENT OF CHAIRMAN BARNEY FRANK

Mr. FRANK. I again want to apologize. I guess I should apologize for those budget cuts that have got everybody so understandably concerned that we have an overflow crowd like this. And I'm sorry that it's inconveniencing some people, but I think we're all very glad to see it, because it's only this kind of demonstration of concern that's going to break through to people in Washington who don't seem to understand what's going on.

There was a very large crowd from Bristol County; people and others were able to pull together in Swansea last week, last Tuesday. You may remember there was a large gathering. I know many of the people were here to protest the cuts in the programs to the elderly. Very appropriately, it was held at the Venus De Milo Restaurant, because the President is trying to cut the arms off this program, so I think Venus De Milo was a very appropriate place to have it.

Your presence here is more eloquent and more important, I believe, than any other single thing, and we're going to make our statements, because as you know this is an official hearing of the Select Committee on Aging.

I'm sitting here today, I'm Barney Frank, by designation of Claude Pepper, who is the chairman and really the founder of that Select Committee on Aging, and I'm a member. With me is Congressman Ed Markey, who is one of those who originally began and took the initiative, got the signatures of almost all of the members of the Massachusetts delegation to tell the President that we thought this program ought not to be cut.

This is an official hearing. The information and testimony that people present here both orally and in writing, will form an official record, and we have got a large crowd. There will be time later for you to submit written statements. These will become part of the official hearing record. The Select Committee on Aging under Chairman Pepper will have a committee hearing next week on the 25th, and we hope by then to have documented overwhelmingly the importance of the senior aide program.

We hear a lot about Government programs that don't work well, and it's true, there are some that don't work well. No one has alleged, in my years as a legislator or in my terms in the Congress, any pattern of waste or fraud or abuse in this program. Indeed, by any cost-benefit analysis, any accountant who wanted to go and check this program would tell you that it's one of the great bargains the Government gets. There isn't any doubt that the work that the senior aides do for the relatively small amount of money that they're paid yields this Government more benefits in terms of nutrition programs and home care programs and other programs that work well.

We also have in this program a very good success rate of people who start out in the senior aide program and through that program then go on to take other jobs. And we're going to have some testimony later from someone who started out in the senior aide program and was able through that program to find employment elsewhere.

We're in a time when people are telling us that we need more of the work ethic, we need to have more people working, when people are afraid that too many older people won't be working and we won't have enough working population to support them. It's ironic at a time like this that the President would propose to cut a program which not only keeps older people working, but through them, provides more good services to other people.

The nutrition program, the home care program, all those other essential programs would be badly hurt if they didn't have the advantage of the senior aides. So I am very grateful for your willingness to come out here today and to give the kind of testimony that your presence gives and that you will be giving in person, as well.

Now, Congressman Markey would also like to make a statement.

STATEMENT OF REPRESENTATIVE EDWARD J. MARKEY

Mr. MARKEY. Thank you. I'd like to thank Congressman Frank and the Select Committee on Aging for allowing me the opportunity to participate in today's hearing on the title V senior community employment program.

I wanted to be here for this meeting, for few Federal initiatives have proven as successful and as valuable as this program. It is of special value not only to the Nation, to the States and to the individual cities and towns, it is a program of exceptional value to America's senior citizens.

This year some 54,000 older Americans are providing essential community services through the program; 1,360 of these jobs are right here in Massachusetts. In the 15 cities and towns I represent, these senior aides have made a significant impact, over 100—Seven

District senior citizens are involved in this program, providing services such as: outreach to the isolated and abandoned elderly, and specialized transportation for the handicapped. They serve as day-care workers for both senior citizens and preschoolers. They staff community action program fuel assistance offices, and I know of one Malden woman who works at an elderly meal site in that city, each and every day, 5 days each week, this senior aide sets up and serves meals for 350 elderly citizens. In addition, she spends her afternoons as a friendly visitor reaching out of over 60 isolated elders in Malden. And over the course of a year, this single senior aide touches the lives of thousands of area aged, and she is but one of over 50,000 program participants nationwide.

The cost effectiveness of this program is apparent in every single service these senior aides provide. A 1978 study shows that for every $1 invested, $1.15 is saved. Eighty-six percent of those participating in the program would be receiving some sort of welfare assistance if they were not working. In addition, cities and towns realize an increase in their community services.

But the benefits from the senior community service program are more than simply dollars and cents. This program also promotes a sense of dignity and self-worth among a group of Americans all too often ignored and neglected by our society. Through their work, these elderly citizens are able to develop new skills and again to take part in an active way in their community.

President Reagan's proposal to curtail this valuable program is false economy at best, and cruel, abusive, and insensitive at worst. Any sayings that may be realized by cutting this title V program would be self-defeating, because many older Americans served by senior aides will find themselves in nursing homes which are costly to Federal and State Governments. The senior aides would be affected as well. The loss of their jobs would force them to fall back into the Government's welfare roles. At the same time, curtailment of this program will deal a blow to participating cities and towns here in Massachusetts and throughout the Nation. These senior aides have helped communities already reeling from the blows of State and Federal budget reductions to upgrade and to continue human service programs.

All we ask is that this program be funded at a level of $277 million a year through 1984. With $277 million, we can provide tens of thousands of senior citizens with an opportunity for social and economic advancement. They in turn offer a helping hand to millions of elderly nationwide. That same $277 million would not even buy you one-half of a single B–1 bomber.

Despite these obvious benefits, despite the cost effectiveness of the program, despite all the hope and help these senior aides provide, President Reagan has eliminated the program's funding. The senior community service program is necessary, it is successful and it is worthwhile, and it is a program that I am fully committed to supporting. And what we have over the past years that President Reagan has asked Americans, "Are you with me or are you against me," and it's about time that people in this country started asking the question of, "Is it fair and does it work?" And I think this program satisfies that test.

I served on the same committee with David Stockman for 4 years, and I think the one thing that we all came to realize is that he had a tremendous ability to harness voluminous amounts of information to defend knowingly erroneous premises, and this is one of the premises which he has defended which is completely wrong.

And I look forward to your testimony here today, and I want to congratulate especially Congressman Frank, because he has given the leadership and the initiative in this State and in the country to bring this issue to the forefront so that we will be able to fight successfully this battle to retain this program in the Federal budget over the objections of David Stockman and President Reagan.

Mr. FRANK. Thank you.

Let me add, we also have a very strong statement opposing the cutbacks from Congressman John Joseph Moakley. Congressman Moakley had to go back to Washington. And we have this deal here, where one of us has to be down there watching them at all times, so it's Joe's turn to do guard duty. But he sent us a very strong statement expressing his opposition to this cutback, and pointing out the needs for this program for all older people.

[The prepared statement of Representative Joe Moakley follows:]

PREPARED STATEMENT OF CONGRESSMAN JOHN JOSEPH MOAKLEY

Mr. Chairman, fellow members, I would like to use this occasion to express my utter dismay at the administration's plans to eliminate funding in fiscal 1983 for a very worthy program. I am speaking of the Senior Community Service Employment Program which falls under Title V of the Older Americans Act.

By all accounts, the Senior Community Service Employment Program, or Title V is a worthy and successful idea. It currently allows some 100 senior citizens in the Boston area and a total of over 54,000 nationwide to work in public service area while receiving minimum wage for their labor. The jobs funded by this program include positions in hospitals, nursing homes, and even the National Forest System.

Title V is a program free from either waste or fraud. Nationally, only 1 out of every 8 dollars spent by the program goes for administrative costs, while the other 7 has been channeled directly to wages and benefits for the elderly participants. I am told that the Boston program is even more efficient that the national average, with nearly 90 percent of its funds targeted into wages and benefits. President Reagan is fond of referring to the efficiency of the private sector in contrast to that of the Federal Government. Moreover, he proposes that a new spirit of volunteerism—some might call it an old habit of passing the buck—will spur business and individuals to take up many of the social responsibilities previously administered by the Federal Government. I would guess that "volunteerism" has a certain quaint appeal. However, record of the private sector is not always so admirable in supporting public service and other charitable endeavors. In calculating the efficiency of charitable organizations, the Better Business Bureau endorses those groups which spend anything less that 50 percent of their funds on administrative costs. Contrast that 50 percent figure with a government program which absorbes no more than 13 percent of its funding in administrative costs and you see why I am skeptical of this new volunteerism.

I do not want to suggest that Title V is a charity: I want to compare its effectiveness with a comparable set of private organizations. In fact, the Senior Community Service Employment Program is a dignified way to make senior citizens feel useful at the same time they would provide needed skills. "Dignity" is a word which seems to have slipped out of the vocabulary of this administration. Somehow, the notion is too subtle to receive just treatment under the cold precision of cost-benefit analysis. But it may well be the most compelling reason for retaining the senior community service employment program. Tens of thousands of elderly people look upon Title V as a way of accepting help without a corresponding loss of self-respect. In many cases, the alternative is a humiliating reliance on welfare. If the President harbors such great antipathy towards government handouts, why must he eliminate alternatives such as Title V?

Even if the Administration chooses to ignore the humanitarian appeal of this program, it cannot afford to overlook the economic benefits. For such benefits do exist. There is strong reason to believe that the money saved by elimination of Title V would be more than offset by increased demands on the Social Security System and lost tax revenues. The economic figures long justify the continuation of Title V.

At this point, I should note that while the fiscal 1983 budget eliminates specific funding for Title V, a semblance of the program is schedule to be retained under block grants.

I refer to the Administration's so-called "Special Target Program." With budgetary slight of hand, the Administration intends to lump together allocations for workers, displaced workers, veterans, displaced homemakers, and older workers." All of these functions are to be carried out with an appropriation of $200 mill—less than the $277 million outlayed for SPSCE in the current program year. It will be impossible to tell how much of this money shall actually go towards the employment of needy senior citizens. The only certainty is that the figure be a mere fraction of what is currently spent. This special targeted program is clearly and simply a way of avoiding responsibility for the well-being of those in need.

For rather obvious reasons, it would seem natural for President Reagan to be sympathetic with the nation's elderly. After all, Mr. Reagan is a touch past middle age himself. But in practice, this country's oldest elected president appears to be ignorant of the plight of senior citizens. While the defense budget is swollen by new injections of tens of billions of dollars, Social Security and other programs beneficial to the elderly are being slashed indiscriminately. I—like most Americans—support the notion of a strong defense. But the Pentagon must not be given the luxury of making cost overruns and poor procurement decisions when this country's social programs are being scrutinized to the most minute expenditure. There is something blantantly inconsistent about eliminating a $277 million appropriation for Title V when the Army is purchasing a $2.4 million tank that does not work, an over-priced attack helicopter which crashed while in the prototype stage, and the Navy is buying a $32 million fighter which has failed to meet its original design requirements. I have no doubt that we can follow a more rational set of spending priorities.

America's senior citizens have been neglected for too long. They lead a precarious existence as they cope with inflation on the one hand, and declining earning potential on the other. It seems unfair that our elderly should work long and hard only to find themselves impoverished in their golden years. The Senior Community Services Employment Program has been a source of hope for these people. The plight of the elderly should not become submerged under the rhetoric of a doctrinaire economic program.

Mr. Chairman, our nation's senior citizens must not be forgotten.

Mr. FRANK. We're going to do go on to our testimony, and I just want to set down some ground rules, if I can, because we all want to be able to get this in in a reasonable period of time. I'll ask the witnesses to limit themselves to 5 minutes of presentation at the most. We will take written statements from them if they go longer. We will then have some time for questions and answers. We have two groups of witnesses, both people from the local, statewide, and organizational perspective and also people who have themselves been senior aides and have participated in the program, and people who have represented older people. We will then have a period with open microphones when others will speak.

We will be glad to receive any written testimony, and let me just ask, and I appreciate the applause, but I think at this point it's probably better to hold off the applause. We'll all find ways to let each other know what we think of each other later on.

So with that, let's proceed and I'm going to call first on a former colleague of both Congressman Markey and myself, we all served together in the Massachusetts House. He is a man who has a long record of dedicated service on behalf of older people, Secretary of Elder Affairs, Thomas Mahoney. Let's hold the applause.

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STATEMENT OF THOMAS H. D. MAHONEY, PH. D., SECRETARY OF ELDER AFFAIRS, COMMONWEALTH OF MASSACHUSETTS

Mr. MAHONEY. Thank you very much, Mr. Chairman, Congressman Markey. Let me first of all commend you for wasting no time in returning to Massachusetts to investigate the impact of the President's budget recommendation to eliminate the community service employment program which we know better as title V, senior aides program of the Older Americans Act. I know well of your concern and that of your colleague for the thousands of older persons who will be facing reductions in service this year because of the President's recommended cuts in social services, nutrition, and employment programs. And I very much appreciate your invitation to describe to the committee just how devastating the loss of title V funding will be for those of us in the Commonwealth of Massachusetts.

I can say without reservations that if this program is not saved by the Congress, the loss will felt by people of all ages and in every part of Massachusetts.

Presently some 1,500 older workers are supported by title V. The Department of Elder Affairs here in the State is joined by Green Thumb, the American Association of Retired Persons, the National Retired Teachers Association, the Urban League, and the National Counsel of Senior Citizens as contractors for the program, reaching every part of the State. Our senior aides are based in over 1,000 nonprofit corporations, agencies in public institutions serving people of all ages and a variety of community services. Working an average of 20 hours per week, our aides earn between $3.45 and $3.70 an hour.

When we consider that income guidelines for admission to the program limit entry to those who earn $5,388 a year, or for a couple, $7,100, we can safely assume that our senior aides rely upon their jobs to meet their ever increasing daily expenses and to maintain some measure of independence and dignity in their lives.

Bear in mind as well that nearly 100 percent of the estimated $5.5 million in annual wages is spent right here in Massachusetts with local businesses, shops, and service providers. Still, as important as this program is to a segment of our economy, it serves a far more essential role in our communities.

For a moment, let's put aside the personal issues, the impact upon those older workers who are looking at the loss of their job at a time when discrimination against older employees is still a major fact of life. Let's also put aside the fact that our senior aides are outstanding public servants. I can attest personally to the important role which 10 senior aides play in the main office of the Department of Elder Affairs. And if the other agencies enjoy employing their services and enjoying them fair nearly as well, we're all enjoying one of the best human service values in employment bargains in all America, as Congressman Frank has rightly pointed out. Forget, if you will for a moment, the employment records, the quality of work, the rare days of loss due to illness and the cooperative spirit of effort that typifies senior aides.

Let's look at the kind of services that Massachusetts receives for about $70 a week. These men and women staff the hot lines, they

provide a wealth of information and referral assistance to telephone callers in a range of social services and public agencies. They fill important roles in public libraries. They assist shut-ins at home and in nursing homes in Massachusetts. They act as ombudsmen. There are councils on aging utilizing them at the local government level, and you will find them serving people of all ages as members of the staffs of local parks and recreation departments. And you will even find them in the classroom mornings, and sometimes afternoons, with young students. In fact, we estimate that 40 percent of the services which are provided by senior aides go to younger people who are in need.

Mr. Chairman, our local communities cannot afford to provide these services, especially in a period of sharp reduction in spending. We will all join the senior aides as the victims of this new federalism. What greater contradiction can there be than tax breaks for the well-to-do balanced with layoffs for people who are earning the minimum wage? And as a historian, I wonder what history will have to say of a society that cut off services to elderly people while it constructed a defense program which was unaccountable for its waste, a waste that has long been notoriously conspicuous. Does it make any sense to force people from public service to public assistance programs?

Late last year many of us were honored to meet with you and with your distinguished committee Chairman Claude Pepper, at the White House Conference on Aging. I have had the great personal privilege of spending 3 hours with him one Sunday in Miami at a lunch to which he invited me.

Senator Pepper reminds us that people in need have always been able to look to the Congress for support, particularly when the gates to the White House are closed. And we are once again looking to you, the Congress for help.

Our older workers, many of whom are 65 and even over 70 years of age, many of them without spouses and most of whom depend upon their jobs for their very existence, the isolated and the vulnerable elders in the community of this State, who without the help of a senior aide, outreach workers, the friendly visitor, the transporter, or the provider of a home-delivered meal will be cut off from the rest of the world. The average citizen who is helped by the senior aide in the public library, the city hall and the town hall or the information line, even the volunteer in class who relies upon the senior aide for help with mathematics or reading.

I hope, then, that you will convey to your colleagues in the Congress that we in Massachusetts view the loss of our senior aides as a severe injustice to both the employees and the beneficiaries of these services. I know that we can look forward to having you and your colleague as our advocate as we did last year when other programs were threatened.

Please carry back the message to Washington that we feel here in Massachusetts that the senior aides program is a bargain for everyone who benefits from these services. It is a cruel gesture which seeks to take it from us.

Thank you.

Mr. FRANK. Thank you, Mr. Secretary. We'll do the questioning of everyone at once.

Our next speaker who is senior employment coordinator from the Bristol County Home Care, Miss Gold.

STATEMENT OF ESTHER GOLD, SENIOR EMPLOYMENT COORDINATOR, BRISTOL COUNTY HOME CARE, BRISTOL COUNTY, MASS.

Ms. GOLD. Congressman Frank and Congressman Markey, I am pleased and proud to be with you and see so many people gathered here to support senior aides. Young and old alike profit from their good work and want to see the funding continue to 1983.

I am representing Bristol County Home Care for Elderly. As an area agency on aging, we are mandated to inform the public on issues regarding senior citizens and to plan, advocate, and fund social services which meet the needs of elders, especially those elders with the greatest social and economic need.

The defunding of the senior aide program, title V of the Older Americans Act is one issue which requires public discussion and reaction at an official briefing such as this. I thank you, Representative Barney Frank and Representative Ed Markey for the opportunity to speak.

What is the senior aide program? People, 55 years of age and older who seek employment and who fit certain income eligibility standards are assigned to work in nonprofit agencies which cater to individuals in many age groups with a variety of needs. They earn an average of $3.51 an hour and are employed for 20 hours a week. They not only receive compensation through employment, but are also training, self-confidence, and a feeling of being useful.

The senior aide program has been a blessing to our area of Massachusetts. At present, there are 275 senior aides in Bristol County who work in 150 host agencies. Many senior aides are able to return to labor and industry, a target, unsubsidized rate. That is, senior aides that are picked up by the host agency or find another job is 15 percent. Many senior aide programs of a much higher rate than this, thereby returning more elders to the unsubsidized labor force. So far this fiscal year in Bristol County, 47 senior aides have obtained unsubsidized jobs.

Bristol County Home Care for Elderly and similar agencies which sponsor senior aide programs do not receive 1 cent from the senior aide budget to run the program. All the budget goes to support senior aide employment. Our board of directors is totally committed to this program.

As Congressman Markey stated, a National Council of Senior Citizen's study showed that the senior aide program returns $1.15 to the community for each dollar spent.

What will happen to these elders if the program is no longer funded? They will need financial assistance through welfare or unemployment compensation. How are we thus saving the Government's money? What will happen to the services in the communities that are being helped?

One of the most appealing aspects of this program that we have found in Bristol County is that we are able to tailor the education and training to elders, meeting their specific needs for job reorientation. The program has operated effectively, efficiently, and as

Congressman Barney Frank said in his opening remarks, without any hint of abuse or fraud over the past 14 years. Should it now be defunded? We say no.

The U.S. Congress extended the senior aide program for 3 years at present funding, and President Reagan signed the Older Americans Act, which includes senior aides, on December 31, 1981. We feel this is a strong endorsement of the program and its value. Now, the President proposes to absorb this $277 million program for older workers into a $180 million package designed to serve the unemployment needs of migrant workers, Indians, veterans, displaced homemakers, and other minorities. We must keep the elderly separate or they will be frozen out.

We care about what happens to this program. We want to see to it that not only will there be funding in 1983, but that this funding is sufficient to meet the growing needs of the program. When Ronald Reagan's budget was presented, it took Bristol County Home Care just 5 days to gather more than 1,000 people to protest the elimination of the senior aide program and advocate for its continuation.

I know the successful meeting we sponsored on Tuesday can be repeated again and again throughout our country. As Americans, let us speak out and be heard. We will not let ill-advised budget cuts be made at the expense of the elderly, and we will be watching carefully to make sure other valuable programs like title III C, the nutrition program, are not dismantled. We will not abandon our seniors. We will assure that they are allowed to work, to be productive, to be independent, and to live with dignity.

Mr. FRANK. Thank you, Miss Gold.

Our next speaker is a gentleman who is familiar to a few of the people here in the audience, and who has a very distinguished record of speaking out on behalf of older people, and indeed, on behalf of social justice in America in general. Frank Manning, president of the Massachusetts Association of Older Americans. Frank, it's always a pleasure to have you here.

STATEMENT OF FRANK MANNING, PRESIDENT, MASSACHUSETTS ASSOCIATION OF OLDER AMERICANS

Mr. MANNING. At the very outset, I would like to repeat what some of the others have said regarding the activities of the Subcommittee on Aging, of which Congressman Frank is a member, and also to thank Congressman Markey for keeping me informed on the progress or lack of progress that we are making.

We are discussing here today a program which is of vital importance. We have had statistics; 1,500 affected in Massachusetts, 55,000 throughout the Nation, $6 million expenditure in Massachusetts of which more than 90 percent goes directly to the senior aides. But it is almost impossible to consider this program or to discuss it in a vacuum.

When you put the pieces together of what is happening today in Washington, a grim picture emerges. The weird suggestions that are coming out, it's almost like an Alice in Wonderland dream. Let the churches adopt 10 families and we'll no longer have a welfare program. Let the neighbors, Americans always had a neighborly

spirit. But that has no connection whatever with the needs of people today. All kinds.

Recently, a former chairman of the Gerontology Commission suggested universal conscription for senior citizens. "The hell," he says, "you're looking at a 79-year-old draft dodger." Some of these suggestions—and then we have the semantics, "the truly needy." God help us. I am wondering about the truly greedy, what the hell they're doing. You know the truly needy is a substitute for what was used during the Depression, the deserving poor. Only those who deserve should eat. I don't know what the definition is or who decides who's deserving. Probably some undeserving rich person.

What will be the net result? Medicaid; let us put copayments. Did you ever hear a more ridiculous and a more unrealistic suggestion than to ask people who can have no more than $1,500 or $2,000 assets to make copayments on their medical services and to pay $1 a day or more while they're in the hospital?

I agree, there are people in America who should be taken off relief. We could begin with our two ex-Presidents, Nixon and Ford, who are costing us millions of dollars every year. We could begin with the sugar subsidy. Don't tell us that we equal sacrifice. That's bunk. How can you equate the sacrifice of a widow living on a few hundred dollars a month with the sacrifice of the Getty's and the rest of that gang today that are nesting in President Reagan's political tree?

Let us face the facts. The policies that are identical with those of the Hoover administration, culminated in a terrific depression which put 16 million people on the street. And President Reagan says, "I want to substitute these policies and put them in effect today." Somebody has to call a halt, and we're looking to the Democrats and a few enlightened Republicans to halt this tide of repression against the elderly and the disadvantaged. Because, unless you rise to this occasion, unless we serve notice on Mr. Reagan, we want our medicare, we want our social security, we want these things that we have built and worked so hard for, and we're determined to fight for them. And let us continue our efforts to save this program as one unit, and we will win if we stick together.

Mr. FRANK. Thank you, Mr. Manning. Our next witness, another person who's been very helpful in organizing this, she worked with the Bristol County people in organizing the expression of sentiment that we had last Tuesday and hope today, is Ricki Lieberman, who is a commissioner on the Commission of Elderly Affairs in the city of Boston.

STATEMENT OF RACHEL LIEBERMAN, COMMISSIONER, AFFAIRS OF THE ELDERLY, CITY OF BOSTON

Ms. LIEBERMAN. Thank you, Congressman Frank and Congressman Markey. I'm very pleased to be here this morning representing the Commission on Affairs of the Elderly for the city of Boston which supervises the largest single senior aides program in the State of Massachusetts. We have 101 aides under the direction of Carol Markus Stanton.

But I also want to second the words of Frank Manning, that this briefing has a kind of Alice in Wonderland quality to it, because it was only a few short weeks ago that we were working together with your offices, with Senator Kennedy, Congressman Moakley, and others in the Massachusetts delegation to see that the Congress passed the Older Americans Act, and that the President signed it. And in fact, the Older Americans Act, which also includes title V, passed by a vote, I believe it was of 377 in favor and 4 against. And the President signed the Older Americans Act, including the provisions for the senior aide program at a strength of 54,200 senior aides across the country.

How cynical for the President to sign this important Older Americans Act knowing that he was about to zero out that budget line and to recommend abolition of the senior aid program. On the face of it, it seems truly wacky, but it is instructive to remember that this is the same President who urges people to work and then cuts out job training programs and day-care centers. It is the same President who promises a safety net and then proceeds to hack away at social security, medicare, housing subsidies, legal services, food stamps, and elderly nutrition programs.

Unfortunately, as my other copanelists have said, this is not happening in a land of make-believe, but it is happening in a rich country which can fund defense and activities in El Salvador and still bleed human services.

We are all calling on the Massachusetts delegation to take the leadership in restoring the proper priorities in this country, and that includes maintaining the senior aide program.

The senior aides themselves can best speak, I believe, for the program, but let me just give a few background statistics about our program in Boston. As I said we have 101 senior aides; 81 percent are female; 23 percent are minority; 41 percent are over the age of 70; 16 percent over the age of 75; 26 percent have less than a high school education and 55 percent have a high school diploma; 75 percent live alone, and also 75 percent, when they came into the program, had an average income of $3,644. Yet today, with the help of the senior aide program, they are taxpayers, they pay Federal, State taxes, and they also pay into the social security system.

Basically, the senior aides are displaced homemakers, entering the job market, frequently for the first time. They live alone and frequently have been dependent on social security. We have 54 host agencies in the city of Boston, 48 relate to aging programs, nutrition adult day-care, multipurpose senior centers, legal services and hospitals, and 6 are in the nonaging areas, mostly dealing with services to children.

The administration's substitute proposal to consolidate employment services for low income persons in a special target program at significantly reduced funding levels is, indeed, insidious in that absolutely it reduces the amount of funding, and it will pit one group of so-called truly needy citizens against another. If we understand properly, it will put offenders, native Americans, seasonal workers, displaced experienced workers, displaced veterans, minorities, homemakers, and older workers, all those groups will be lumped together to fight it out for the few dollars allocated to this employment program. So now where title V is funded at $277 mil-

lion, this new special target group program for all of those different groups will only be proposed at $180 million.

I want to close by reading a statement from a letter to Congressman Conte from the Greater Boston elderly legal services program, another program on the hit list of the Reagan administration.

And G. Bells writes:

> One of the most worthwhile programs to have been developed for the elderly senior citizens has been the senior community employment program. The program not only provides the senior citizens with the ability to serve in areas where they have generated and developed expertise through their own endeavors and years of dedication, but provides organizations such as others to utilize the capacities and provides the senior citizens with the avenue of access to greater longevity and the knowledge that they belong in their own communities.

Once again, my thanks, and the thanks of our program for your dedicated advocacy on our behalf, and we look forward to being whatever help and support we can.

Mr. FRANK. Thank you, Commissioner Lieberman.

We're now going to ask some questions of these four panelists, and to begin it, my colleague Congressman Markey will start the questions.

Mr. MARKEY. Thank you.

Secretary Mahoney, there are also proposed cutbacks in transportation and nutrition programs. What will the combined effect be of the reduction in appropriations for those programs combined with the title V programs be on the living conditions and the future of the older American?

Mr. MAHONEY. One word, Congressmen: devastating. There is, as has been pointed out, and I think needs to be reiterated, a kind of tactic involved here that calls for playing off one group against another.

Now, one of the subtle refinements that has been worked into this budget is that we might take, for example, under title III, we can move money from social services to nutrition or nutrition to social services. This is the classic divide and conquer, play one off against another.

For example, we would have to decide between Meals on Wheels, let us say, for a shut-in, or a person coming to the home of the shut-in, because the money is going to be that tight. They're fooling around with areas that should be sacrosanct, but because of the coldness of the dollars-and-cents approach here, no consideration is given to the human factor.

Mr. MARKEY. Thank you. That is a very real problem. I call that—the Federal Government gives you the responsibility for the programs, but cuts the money be a half or a third—shift and shaft. They shift the responsibility to the States, and then they let them decide who gets hurt, and that is the most irresponsible kind of attitude toward us.

Mr. MAHONEY. There's one other thing here, too, Congressman, that I think needs to be pointed out and that is that some States are very poor States and will not be able to provide the services that some States like our own will, through sacrifice, be able to meet perhaps. This could result in serious dislocations. This could result in migrations that would not be in the best interests of the people.

This is a very, very serious program that they're laying down and the implications are not clear yet, because we're only seeing the tip of the iceberg. And as bad as this budget is, the projections for the next two are even more frightening, and that's why it needs to be nipped in the bud now.

Mr. MARKEY. Mr. Manning, let me ask you the same question. The title V program provides big services, but from small people, ordinary people. What is the effect that all of these combined cuts, including this title V program, are going to have on the elderly in Massachusetts and in the country?

Mr. MANNING. Well, just before this hearing started, I had a conversation with four or five senior aides, and I think we can best understand the effect of these cuts by judging what effect it is going to have on the lives of the people who are directly affected.

We at one time had a VISTA program of about 78 VISTA volunteers that served throughout the entire State, involving scores and scores of organizations, giving direct service to elders in an emergency.

What will it mean to the person who will lose his job? It means the end of a brief postretirement feeling of usefulness, a reason to go forth in the day because people are waiting for you, you have something to do. And as a senior citizen, I can testify to the value and importance of a feeling that life is not ended, that you are a useful, functioning, viable person, whether or not you have limited physical impairments.

I have learned that the human spirit can conquer most physical impairments and that older persons can continue to render useful service. It means the loss of that feeling of dignity, and on the other hand, it means the loss of a supplement, a necessary supplement to an inadequate income.

They talk about balancing the budget. Mr. Stockman's idea of balancing the budget would unbalance the budget of millions of American people who are struggling to meet the cost of escalating rents. They say inflation has ended. It might have ended for some factories, but the things on which we spend most of our money—food, clothing and rent—are still escalating. And I don't give a damn what Stockman and Reagan say to the contrary. The fact can be found in the supermarket, not in the statistics of the Labor Department or any other Government bureau.

It would mean the end of that supplement to those who are served by the senior aides. And by the way, the VISTA volunteer is fordained to death at the end of this year, brutally slaughtered by Stockman and his cohorts. But I don't want to talk too much about Stockman, I want to talk about the guy in the middle, the President himself, he's the responsible one. And the loss of services in Massachusetts and elsewhere will not only have an effect on those directly involved, but on the whole economy, as well.

And let me tell you, the final answer to your question is that I am just as much concerned about a child in Mississippi who might have brain impairment because of malnutrition, as I am of the older person who is struggling to meet the end of life.

On March 1, for example, to talk about inflation, there will be a hearing on whether or not Blue Cross will increase, not by 10 percent, not by 20 percent, but by 37.5 percent, which means that

medex III will rise from $69 to $95. More recruits in America for charity medicine while Reagan and his gang bask in the sunlight of their tax havens. Yes, they are cuts, put together, will hurt Massachusetts as a whole as well as those directly involved.

Mr. MARKEY. I have one final question I'd like to ask Miss Lieberman. Who's going to pick up the slack if the Federal Government bails out on these programs? Who's going to move in and make sure that these programs are provided for older Americans so that they don't have to be disadvantaged by the Reagan budget cuts?

Ms. LIEBERMAN. Well, Congressman Markey, that is a problem that we in Massachusetts are struggling with on a daily basis, because as you know, we, I think in every locality of the State, are hit with what I call a triple whammy. We're seeing the budget cuts from the Reagan government, and those are beginning to trickle down; we're seeing a Governor of the State who embraces Reaganomics and who welcomes the block grant approach, and we're seeing the effects of those kinds of cuts happen, certainly on our cities and towns; and then we have to deal on a daily basis with the results of proposition 2½, which mean a dramatic cutback in services.

So anywhere along the line that you might suggest that somebody would pick it up, Reagan is suggesting that the State will pick it up. The State approves of those policies, but instead of making more money available, is talking about an income tax reduction and return to the well off at the expense of the needy. And then you're dealing with cities, that even if they wanted to, cities and towns, that even if they wanted to, are restricted by law from raising any of the revenues that might move in to fill in these gaps.

We don't see the private sector picking up any of the slack, in spite of the rhetoric from the Reagan administration that this will happen. We have turned to them. We get some free lunches on a Saturday afternoon for a couple of hundred seniors. We're delighted to get it, we're delighted to take advantage of that, but they're not stepping forward to make up for the millions of dollars in losses of services that we're facing.

So I'm not sure what the answer to your question is. I guess I would repeat that we are looking to you and your colleagues to go back to Washington, to take these messages back and to be sure that the priorities are changed in Washington so that the flow of money to human services and to the very basic needs in this country can be restored.

Mr. MARKEY. Thank you very much.

Mr. FRANK. I have just one question that I'd like to address, because often what we're told by the administration as they propose the cutbacks is that they have to do these things because the programs have been wasteful and there have been inefficiencies and there has been fraud. And I think that strikes a responsive chord with a lot of people. No one likes to work hard for his or her tax dollars and see the waste of it. In my experience, even people who don't work very hard, don't like to see their tax dollars wasted.

So that to the extent that program cutbacks accomplish efficiencies, I think they're difficult to argue against. It is our impression, however, that the fraud, waste, and abuse trilogy has really been used as an excuse in Washington rather than as a real reason.

That is, there is a lot of talk about fraud and waste, but very little is done actually to try and cut those down, that they are really just used as the excuses so that the whole program can be cut back, and that we can proceed with the trickle down theory that has been alluded to. I must say that I have been trickled on at various points in my life, and it has never been very pleasant, and it's not very pleasant now.

The question I would like to ask particularly not to the administrators, to Miss Gold and Miss Lieberman, is in the administration's discussions with you, you have dealt with the Federal people, have there been any suggestions that there was fraud and waste in this program? Have they, as an alternative to abolishing the program, suggested to you ways of tightening it up?

And I would also ask Secretary Mahoney, because in his administrative capacity, he's had a great deal of experience. Is there a record here of people in Washington saying this program is not being well run, it has to be tightened up? Was there any effort to improve this program prior to simply executing it?

Let's start with Commissioner Lieberman.

Ms. LIEBERMAN. I don't know of any attempt. I know that in all of the audits of our program we have received excellent reviews. Our program is, as everyone here has commented, more than 90 percent of the money goes directly to the wages of the senior aides themselves. We have never received any negative comments from any reviewers. There was never to my knowledge any negative comment on the program as a whole, and so there has been no trail, no background to lead up to this.

Mr. FRANK. Miss Gold, we did not bother to swear people in today because Miss Gold's mother is here and we knew she'd tell the truth in front of her mother.

Ms. GOLD. She is an 83-year-old woman who goes to college. She goes to Bristol Community College.

No, we have absolutely had no problem with any fraud or waste in our program. Washington has never come down to say anything is wrong with our program.

We have the field representative come down from Washington on a quarterly basis to examine every inch of our program. She goes to the different host agencies with me, she meets the supervisors and the senior aides and talks to them individually. Then she will come back to our office, examine all of the records. On a periodic basis we have an auditor who comes up from Washington to examine our fiscal records and everything has, we have always received an absolutely A-plus rating.

Mr. FRANK. Thank you.

Mr. Secretary?

Mr. MAHONEY. Well, Congressman, I would have to reiterate what the others have said. We have at no time in my memory received anything in writing that suggests that there is the trilogy that you have outlined here for fraud, waste, and corruption. And I would underscore the fact that over 90 percent of the moneys that are appropriated for the elders of this State go directly to them, and less than 10 percent goes to administration, which I think is an extraordinary record.

Mr. FRANK. Thank you, I'll close my question with that. I just wanted to underline that point because clearly American people don't want to see their tax dollars wasted, and the phrases of fraud and waste and inefficiencies have been used time and time again to justify the cutbacks, and I think it's important to point out that in fact there is no correlation between any showing of fraud and waste and abuse and the cutbacks. I think the cutbacks proceed from a philosophical position and have very little to do with the pragmatics.

I thank this panel very much for its contribution. I appreciate very much your having taken the time to join with us, and we're going to call now on our next panel. Thank you very much.

I'd like to get the next panel to come forward.

[A brief recess was taken.]

Mr. FRANK. We're ready to resume. Let me just begin now with our second panel. We have a group here of people who have been senior aides, and also, we have a person who's been selected to be a spokesperson for the elderly in her particular part of the State. And we want to get right into this, so I understand people will be coming and going. If they could leave quietly, we would appreciate that. I mean, you don't have to leave, you can stay, but if you're leaving, if you can leave quietly.

First, we're going to start with Mary Chace, who is a senior aide in Fall River, employed in the program as a senior aide today. Miss Chace?

STATEMENT OF MARY L. CHACE, SENIOR AIDE, FALL RIVER, MASS.

Ms. CHACE. Congressman Markey, Congressman Frank, I'm so pleased to be here today in order to give my testimony for the senior aide program.

My plight over the loss of the senior aide program is most devastating. I have worked since I graduated from high school, little realizing that when I reached the age of being a senior citizen, I would be faced with the stark reality that my only source of income was about to become a memory unless something is done and done right now.

What have I to look forward to, welfare? I don't want welfare, I am not disabled. I have my mental capacities, I have my health. These are the reasons I want to keep on working and learning to better myself.

Am I on the wrong road? If I am on the wrong road, I want to know why I am on the wrong road. It is wrong to want to work and maintain a little dignity in my life? Is it wrong to want to do something constructive with my life? It is wrong to want to work to sustain my life?

This is my life I am speaking of. It isn't going to be very meaningful if this program is phased out. After months of unemployment, I finally saw the possibility that I would salvage something for my senior years that could offer me a little income and an opportunity to live independently without placing myself on the welfare roles.

Meaningful work, that is what my work is called. It certainly is meaningful to me, an opportunity that I have been given training and work at Bristol County Home Care for the Elderly in Fall River. How meaningful? It has given me a chance to be employed. It has given me a chance to be trained. It has given me my only source of income and it has given me something to work for.

My work as an information and referral clerk is a very important part of our agency. We are in contact with elderly people who need some kind of help and want to know just what to do. We refer these people to our staff, skilled in handling these affairs.

We schedule trips on our medical van which takes elderly people that are disabled to out-of-town hospitals for treatments. We try to make these trips as comfortable for these elderly people as possible without any worry and stress on their part.

This is good, honest work. I am not looking for a handout, I am looking for a helping hand. All senior aides need a helping hand in order to survive. How can we not see the treasure in this program, not only for the people, but for America? Thank you.

Mr. FRANK. Thank you very much, Miss Chace.

There are a couple of spare chairs here and I don't want people to feel—there's a chair there. Don't worry about interrupting the show here. Just come right on up and sit down. Might as well use up the chairs. You don't have to tip the ushers here, either. On the other hand, you can if you want to.

Our next witness who's going to be able to speak from that same kind of personal experience of this program is Mr. Sumner Morrison, who is in the senior aide program, employed in the city of Newton.

STATEMENT OF SUMNER MORRISON, SENIOR AIDE, NEWTON, MASS.

Mr. MORRISON. Congressman Frank, Markey, West Suburban Services wishes to register its strong opposition to the Reagan administration's proposal to eliminate the title V of the Older Americans Act or senior aide program as of October 1, 1982.

As the area agency on aging and nutrition program for the elders of Belmont, Brookline, Needham, Newton, Waltham, Watertown, Wellesley and Weston, West Suburban is responsible for developing and coordinating programs for the 66,000 elders in its service area.

The low-income elders who we employ under the title V program play important rolls in running these programs. Some provide transportation for elders, some deliver meals to the homebound, others contribute to local councils on aging and various local agencies with valuable office and clerical skills.

Besides this service to the community the title V enrollees are engaged in meaningful employment and are able to earn the few extra dollars which lift them above the poverty level.

The December issue of "Aging Reports" published by the office of Republican Senator John Heinz, who is chairman of the Special Committee on Aging, had a feature article on older workers. The article stated that title V is, "considered one of the most effective and popular programs for older workers. The variety of jobs in

which workers are placed meet many community service needs and older participants give much more time and effort than the hourly requirement. The program has probably more than repaid the Federal Government's investment of tax dollars."

That 1 month after such an assessment by a Senator of his own party, Reagan can call for the elimination of the program indicates that there is no rhyme or reason to the President's proposals.

The title V program, by giving low-income elders the opportunity to work, allows them to remain financially independent. If the program is eliminated, many of the senior aides will be eligible for unemployment, and once those benefits are exhausted, many will turn to public assistance. At the same time the elders and others who will be suffering from other Reaganomic cuts will also lose the benefits of the services that senior aides now provide.

We join all the senior aides and their supporters here today in calling upon our Representatives in Congress to throw out the Reagan proposals for title V, as well as the other titles of the Older Americans Act. In their place, we ask you to allocate the same amounts that you authorized when you reauthorized the act several months ago, meaning at least $277 million for title V in fiscal year 1983.

I would like to add a few words about my duties. I drive homemakers and health aides to and from the homes of elderly people, many of whom, without these services, would be forced into nursing homes. These homemakers and health aides are without cars and either cannot get to their clients with public transportation or would take so much time in doing so, that they would not accept the assignments.

Thank you.

Mr. FRANK. Thank you very much, Mr. Morrison.

Our next witness is one of those who really typifies the kind of success we look for in programs, and it's ironic that she has to be here today to try and help us stave off absolute abolition for this program. Our next witness, Marie Hadfield, began as a senior aide, and through her work as a senior aide, she has now become employed elsewhere. And now we have Miss Hadfield from Westport.

STATEMENT OF MARIE HADFIELD, FORMER SENIOR AIDE, WESTPORT, MASS.

Ms. HADFIELD. Congressman Frank, Congressman Markey, thank you for this opportunity.

I, as you have mentioned, am a former senior aide, but as an independent person all of my life, I felt very capable of not having to worry about ever seeking employment, even though many people would stress to me that when reaching a certain age level it would be difficult. Then came the time in my life that I reached that point. I could not believe that it was happening to me. Having worked for a prominent dentist for many years, upon his retirement I found myself out of a job and a widow the following year.

As I was interviewed for other jobs, although not said, I surmised that the age, my age was the leading factor for not getting employment. I was beginning to feel desperate, seeing my life savings dwindle fast and no sign of income in the immediate future.

At that time is when I became familiar with the senior aide program and was interviewed in Fall River by Esther Gold in February of 1980, which led to my becoming a senior aide. Mrs. Gold was impressed with the fact that I did not want to receive food stamps, although eligible for them, because of wanting to be independent and the thought that there might be others that needed stamps more than I.

Fortunately for me, after a year as a senior aide, an opportunity arose for a full-time position as a fiscal clerk which I can only attribute to the training which I received. Without this program, I would have felt a real hardship, not only financially, but would have been denied the association of other people.

I took today off from work in order to tell you how I feel. The accomplishments of the senior aides will have to be done by others, which will put a financial burden on many organizations, as well as a strain on the workload of others. If this program were to falter, a great need to these people will become an enormous gap in society.

Mr. FRANK. Thank you very much, Miss Hadfield. Our next witness is Mr. Frank Brodsky. Mr. Brodsky is a senior aide employed in the town of Brookline. Mr. Brodsky.

STATEMENT OF FRANK BRODSKY, SENIOR AIDE, BROOKLINE, MASS.

Mr. BRODSKY. Congressman Frank and Congressman Markey and senior aides. I have nothing written down, so, I didn't know that we had to put in with a written.

Mr. FRANK. I didn't have anything written down either, so I'm glad, it's you and me against the rest of the world.

Mr. BRODSKY. All I can tell you is what I do as a senior aide and how it is important to me being a senior aide, what I do and how I help different people by being a senior aide.

I drive a blind woman around to different senior citizen drop-in centers where she gives advice on social security, medicare, medex, and S.S.I. and all those things, and she saved the people many thousands of dollars by doing that.

And from there, I go to Brookline and I deliver Meals on Wheels. Meals on Wheels, I think, is a wonderful thing, because you're delivering to shut-ins and they probably get, that's probably the only decent meal they get for the whole day, and it's a hot meal and they look forward to it. And all I can tell you is that if the senior aide program is eliminated. I'll probably wind up on welfare.

Mr. FRANK. Let me ask you, how much do you make, Mr. Brodsky?

Mr. BRODSKY. I'm making $149.14 for 2 weeks.

Mr. FRANK. And how many hours a week do you work?

Mr. BRODSKY. I work 20 hours a week.

Mr. FRANK. So you're getting about $150 for a 40-hour period. What that means, then, is the likelihood of if you weren't doing this, of someone being hired to replace you, it would cost a lot more money?

Mr. BRODSKY. Yes, it would.

Mr. FRANK. And I think that was one point I wanted to stress, and I'm glad you're giving me the opportunity to do it.

We're talking here about a program that doesn't simply benefit the people directly employed. It obviously benefits them, and that's important, but there's a lot of talk about leverage, that we give a tax break to oil companies if they do us the favor of going out and finding more oil, but they keep finding other corporations that keep getting in the way.

But this is a perfect example where the relatively small amounts that we're paying to the senior aides are multiplied in the service they're providing. So it's not simply the senior aides themselves, it's the recipients of the Meals on Wheels, it's the recipients of home care service, who get the information and referral. That is one of the things we want to stress here.

I think that's why this program has an impact far beyond what those people who are actually getting paid, they in turn are providing an enormous range of services, and they're services of people who understand. I think when you have elderly people themselves who are involved providing services to other elderly people there is a degree of understanding and a degree of compassion that sometimes you don't get from younger people. Mr. Brodsky, we appreciate that.

Now, our last witness is a woman who has been elected to be a spokesperson for older people, and one of the trends that I think we have all recognized is that older people, like other segments of our society, don't want to have things done for them, they want to do things for themselves and to work as equal partners in this. Society, so our final witness for today in this particular panel is Senator Maude Balch who is the senator for the silver haired legislature. She's from Foxboro, and she represents the Norfolk, Bristol, and Middlesex districts. Senator Balch.

STATEMENT OF MAUDE BALCH, SILVER HAIRED SENATOR, NORFOLK, BRISTOL, AND MIDDLESEX

Ms. BALCH. Thank you, Congressman Frank, Congressman Markey, ladies and gentlemen.

First of all, I would like to thank Representative Barney Frank for giving me the opportunity to speak today on behalf of the 16 senior aides employed in my area through the King Philip Elder Services, and for the other senior aides working throughout the country.

There are 16 senior aides, all persons over 55 years of age and working 20 hours a week in responsible jobs for hourly wages ranging from $3.50 to $3.70. They are not just poor, they are also human beings who ask only to be allowed to work for a salary that will help them exist in our high-priced world.

They do not command enormous salaries. They are not from affluent families that can afford to support them throughout their old age. The business world regarded them so highly, that they refused to employ them.

If they lose their jobs through this program, the business world will not seek them out with job offers. I am explaining their situa-

tion because I want to be sure that Congress, the Reagan administration, and I are talking about the same people.

The fear of most older people is loss of independence and loss of control over their own lives. Once the average citizen becomes 55 years or more, we lose control over our own economic future. We are at the mercy of the business world, the American voting public, and the Congress of the United States. They decide our faith, not the elder himself or herself.

I am proud to represent a generation that has survived several wars, worked to produce an astounding technological society unequalled in history, but a generation that has apparently lost the respect of the succeeding ones, despite all those achievements. And we see ourselves through your eyes. What we see is not pleasant. We see ourselves as not worthy of employment or training. We just aren't worth bothering about. We are a "throw-away" generation.

The senior aide program reverses some of these negative feelings. They're in the business of recycling human beings, helping them return as a useful participant to the working world.

It is truly ludicrous that a people who elected to place their entire confidence into the hands of a 69-year-old senior citizen to lead and manage one of the most important countries in this world are not rejecting the idea that other 60- and 70-year-old citizens can contribute to our society.

In their work, the senior aides contribute toward the society they helped build. They do many of the jobs others either cannot or will not do. They do not receive handouts, they work for their money.

This is a successful program, it works and has been proven to work. Why then is it being discontinued? It costs too much is the answer we receive. But does it really? Isn't this just a false answer?

The senior aide who is put out of a job today will be forced to turn to welfare tomorrow morning because there is no alternative for the man 70 years old or the woman of 74. Certainly the business world will not seek them out. So, what you will do then is to destroy a creative program and turn it into a destructive act toward the older, low-income working person.

And what will the savings be used for? They will be used to buy weapons to kill people. I think I would rather lend myself and my limited resources toward keeping people alive, toward keeping them employed, toward keeping them useful members of society. To my way of thinking, this is really creative.

Without the senior aides in our area we would be without a fuel assistance program, without friendly visitors for our isolated sick, without helpful aides to care for the older handicapped person in a day-care center and for young children so their mothers can work to support their families. Without those concerned persons who help the handicapped to find useful material in libraries, without that person who will patiently read to the blind, the senior aide program will be greatly missed by the blind, the disabled, the helpless, the young, and the old.

I call upon all Members of Congress and the voting American public to continue the senior community service employment program.

Thank you.

Mr. FRANK. Thank you, Senator Balch.

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We will now proceed with questions. At the close of the question period, of this round, we will ask people who would like to make statements to proceed to that microphone when we are through with the questioning. We are going to try to get out of here and give the room back as close to noon as possible.

We would ask you to keep your statements short and remind you, as well, we will be able to accept written statements, and if you would like to write something out, we will be able, if you want to put it in the mail to me, Congressman Barney Frank, Longworth Office Building, U.S. House of Representatives, Washington 20515. We'll have the address available later. If you get it to me in the mail to me over the weekend, it will still get incorporated in the final hearing record.

Congressman Markey will now begin the questions.

Mr. MARKEY. Thank you. And I can't tell you how important that would be, if you would mail in any comments, any criticisms, any suggestions that you might have to Representative Frank. We're very fortunate in having him be New England's representative on the Select Committee on Aging, and because you have him as your voice, I would take advantage of it. Get your opinion to him so that he can make sure that all of that is weighed in as we go through the battles of spring in trying to decide whether or not this program is going to survive, and he'll need all the support he can get.

Mary Chace, tell me what happens to the people who have been in the past visited by people from your program who now will no longer have the benefit of having some visitors or some people who tend to their problems, their needs?

Ms. CHACE. This would be a very sad situation, because these people are old, they're not well, they're dependent. They have got to have someone to lean on and when the services are not there, this is a real, real sad situation.

Our people go to the different homes and visit the elderly people. They have certain times, maybe once a week, to go and find out just if they need anything more than they have needed in the past, and the people look forward to these social workers that go out. If they happen to not go one day, if they are a day late, we get a phone call into the office, "Where is my caseworker? I want to talk to her, I want to speak with her."

Our services in that office, they're really, we can't do without them, really. For the welfare of the people of America, it's really a necessity.

Mr. MARKEY. OK. Maude Balch, what happens to these people who don't have these services any longer?

Ms. BALCH. They're left alone, they're very isolated, for the home cases the family visitor goes to see. The people who read to the blind, they have nobody to read to them any more. The people who help out the officers, the caseworkers, it's almost impossible for the people who work in that office to carry the extra load. All these people are neglected if we don't have these people any more.

Mr. MARKEY. What happens to the people who work in the program, what happens to them now if they're——

Ms. BALCH. They go on welfare.

Mr. MARKEY. Almost all of them go on welfare?

Ms. BALCH. Just about.

Mr. MARKEY. What does that mean to them?

Ms. BALCH. It's very degrading. I mean, these people are proud people, and it's not easy to apply for welfare.

Mr. MARKEY. Mr. Morrison, one of the difficulties I think a lot of times for the Reagan administration is that they have a hard time in putting a human face on a program. To them, it's just another program, another piece of Federal bureaucracy that is too intrusive into people's lives and they don't see the people who have benefited from them. Tell us how people are benefited by having a program like this in place?

Mr. MORRISON. Well, it gives people a feeling of being wanted and being needed and that's what keeps people live and happy, I guess, and good citizens. But I see you also have retirement income and employment, does that have anything to do with the retirement from corporations?

Mr. FRANK. Yeah, I can respond to that, because that's the subcommittee of which I'm a member of. Yes, we have jurisdiction as a subcommittee over all forms of retirement incomes, social security, pensions, both private and public, and to the extent there are problems there, we try to look into those, as well.

Mr. MORRISON. Could I say something on that?

Mr. FRANK. Certainly.

Mr. MORRISON. I don't know how many people end up with retirement from the major corporations, even though it is a fringe benefit and figured in on all the agreements. For instance, I had 23 years with Bethlehem Steel, but I never got 15 years for vested retirement. How many end up—In Fall River shipyard, I don't think 20, 25 percent ever got the retirement money. Now, you take that throughout the country from all the corporations that I felt should always be in a vested retirement fund, rather than for them to play with that retirement money that they put down as expenses and all and get it back when they don't pay retirement? So how many people, when they get older, didn't get that money that should have gone along with their social security?

Mr. MARKEY. Too many people, and a lot of those people are people who have to now take advantage of programs like this, because they were left without the kind of resources in their retirement years that would make it possible for them to be able to take advantage of the health, nutrition, other programs that they would be able to have access to themselves through their own private retirement funds.

Ms. CHACE. Congressman Markey, I'd like to make one other remark.

Our medical van, which is a very important part of our agency. Now, these people may book their appointments a month in advance, 2 weeks in advance, but they are looking to talk to the senior aide that takes their call at Bristol County Home Care. They depend on us to make sure that they're going to be in this hospital for their chemotherapy, for their kidney machines, or whatever they may have to be on, and I know that the senior aides are very, very important to that part of our program.

Mr. MARKEY. Maude Balch.

Ms. BALCH. Congressman Markey, when we first started working during the Depression, some of us were making very low salaries, but we were lucky enough to have a job. And when social security first started, we weren't making that much money, so by the time it came time to collect social security, we didn't collect that high. And any job that we could do to supplement that, any job that's worth having, like filling out the fuel, helping with the fuel program, going out to help people fill out the forms and different things like that, it's very important to us.

Mr. MARKEY. Thank you. And I want to thank you, but my time is expired, but I want to thank you because your testimony here gives vivid testimony, evidence of the productivity of the program, the contributions that it makes to improving society and to the wonderful effect that it can have upon the people who are in that program and the lives of people, those people who you touch. And I think that today is very much of a kind of demonstration that we need to the Reagan administration of the effectiveness of the program, and I want to thank you for coming here today.

Mr. FRANK. Let me reassure you, when Ed Markey says that his time is expired, that's just professional for meaning he's out of time for questions, nothing more serious than that.

I just want to ask one very specific question here, because I want to leave some time for the open questions, and to Miss Hadfield who touched on it.

Am I correct that you said that you found as you were getting older, and Miss Chace also touched on it, you were having trouble getting a job. In other words, am I correct in saying that one of the advantages of the senior aide program is that it's one of the things that dispels prejudice, that there are people in the society who assume that when you become 65, you can't function any more. And those who want to get jobs, whether it's part time or full time, depending upon your particular situation, you face that kind of job discrimination. And one of the advantages that I would guess then, and I'll ask Miss Hadfield to confirm this if she's at all experienced this, one of the advantages of the senior aide program is it gives older people a chance to show that they can do the job, and that's why we have had such success in people getting into the senior aide program and then going on to do other jobs? So precisely, if we abolish the senior aide program and say you would now compete, would take all the other categories and senior aide would have to compete there, the fact that whole problem of age discrimination would come up again. So am I correct that your own personal history seems to be that the senior aide program, among other things lets you show people how foolish that prejudice against older workers is?

Ms. HADFIELD. That's correct, Congressman Frank, because of course, then I proved to the public, or to whoever might hire me, that I was still capable.

Mr. FRANK. Has that been your experience, Miss Chace? You had a similar situation, I think you said, in terms of employment for the senior aide program?

Ms. CHACE. Believe me when I say, months of unemployment, one job center to another, one job to another, "Well, we have al-

ready hired somebody," or, "You're in a line with somebody that's 25 years old," and what can be more discouraging than that?

Mr. FRANK. Being told you're too old to work.

Ms. CHACE. So when the senior aide program came along, this was like a lifeline to me. It was the only thing that I had to turn to, and boy, I'll tell you, I grabbed it.

Mr. FRANK. I think that one of the important points we should stress here is this is one of the things that we have too many prejudices in the American society, and giving people the chance to do that. When people like Miss Hadfield, Miss Chace, and others take a job and show that they can do the job, they're not the only beneficiaries, other older people are as well, because the people who had prejudices against older workers when they see people like this doing their jobs well, then become less prejudiced and more understanding of what older people can do.

And I think we ought to stress that point again, because we're not simply here to ask people how they're benefiting personally. This is a program where the benefits spread out. And I think it's also the case that in some ways older people tend to do better at this.

Now, Mr. Brodsky, your job is to take around this blind woman who gives advice, I guess, to other older people and also to deliver the Meals on Wheels. The fact that you yourself are not a young man any more, that you're becoming an older person, does that help you, do you think, when you deal with older people who receive the Meals on Wheels?

Mr. BRODSKY. Well, it helps me and it helps them both, because they look forward to the meals coming in, they talk with me.

Mr. FRANK. You do a little snoozing while you're there, in addition to delivering the meals?

Mr. BRODSKY. No, no, but I get along with them. And I realize what it means for them to have a decent meal at least once a day, because some of them won't make a meal for themselves.

Mr. FRANK. That's the point. And you, because of your age, because of your own experience, understand that, whereas someone 30 years old with the best will in the world, wouldn't quite understand that it's not simply the meal, but it may be the only meal you have. But all of us, if you have the experiences yourself, you can relate better to people who share those experiences. So there's a case here where older workers can do the job much better than someone who is younger.

Mr. BRODSKY. And another thing on these meal sites, where the older people come down and have their meals. The older people, I don't think they come down so much for the meals as for the companionship, for speaking to the people and being together.

Mr. FRANK. And again, these are insights that I think you have in part because of your age and you yourself have experienced this.

I want to thank this panel. Let me just say, we're going to throw this open now to the general question period. I think at the conclusion of this formal process, I have been in a lot of hearings now in the year, and Congressman Markey having preceded me to Congress has been at many more, and we both agree, we talked about this briefly, that this has been an extraordinarily persuasive hearing. There hasn't been a lot of rhetoric, there has been a lot of very

important firsthand testimony from advocates, from the participants themselves, from the administrators.

It's just inconceivable to me that any fairminded person could read the record that we've been able to compile, and that we will be adding to with the very good statements that we have got already and are going to have, and not understand that this is one of the greatest bargains that we have got.

And the other point I think we're going to have to stress, we hear too much these days that some of these programs such as adequate social security benefits, or adequate medicare or senior aide program or nutrition, that these are favors young people are doing for older people. I reject that absolutely.

I think we ought to make it very clear, and I got a confession to make; I'm planning to get old, it's one of my fond ambitions for later in life. So when I support, as I intend to, programs such as this, I'm being a little selfish. This isn't a favor that I'm doing for you, this is a program that I want to see put in place so that when I reach the age where I'm going to be suffering from those kind of prejudices when I'm going to need these kinds of services, I want them to be there.

And I think we ought to put aside this notion of one generation versus another and recognize that we're simply Americans in a wealthy country saying that all of us want to have in place programs that are going to let all of us live the kind of lives when we get older that we're entitled to live.

So I thank you all very very much and I thank this panel for their participation.

If people want to make some prepared speeches, come on up.

I was very impressed on Tuesday to have a very busy man, a man with great responsibility in this day of proposition 2½, Chief John Shaw, firechief of the town of Seekonk, who really made a very impressive presentation that we all benefited from the other day, and I'm very delighted, Chief, that you took the trouble to come here and repeat it. Let me just say, Your own role as a fire chief with your very important duties, I can guarantee you that the Members of Congress will read with particular interest the testimony that you are going to give on behalf of this program.

STATEMENT OF JOHN E. SHAW, CHIEF, SEEKONK FIRE DEPARTMENT, SEEKONK, MASS.

Mr. SHAW. Gentlemen, I would like to thank you for the opportunity for speaking to you this morning. As you stated, Congressman, I'm the chief of the Seekonk Fire Department. Today I also represent the Bristol County Fire Chiefs, who by the say last night voted unanimously to support this program. I also represent the chairman of the board of selectmen of the town of Seekonk who, due to another conflict, could not be here.

Last Friday, my senior aide secretary informed me that the President of the United States was going to defund this program. After she informed me of this, I got upset, made a few phone calls, and I was also hoping that the President of the United States would look at this next birthday card and find out that he is a senior citizen.

I feel that the cuts for the elderly have already been made in the medicare program and social security. I, too, like you, Congressman, must confess that I would like to grow old and get some of the benefits that I have already paid for.

But the experience that these people bring into an agency or a department in today's job market, you could not find people as qualified. There is not enough money in municipal budgets to pay these people for the job they do. The average amount of salary they receive is $3.50 an hour for 20 hours a week in no way would cover their expertise.

In the State of Massachusetts, we have also been hit with proposition 2½ in our budgets. We have done reorganizations in many departments and agencies. In the first year of proposition 2½ in our community the police department manpower was cut. This year in the public safety sector of our budget, the fire department will lose members as will the highway department. With President Reagan's budget cuts, this country is going back to the 1930's, and some of us can only testify to this from history books.

I make note of the American flag being present in places of public assembly, over State buildings, over Federal buildings, and in this room. This is supposed to be the land of the free, only if you have enough money to be free.

I must look at the people in this program and just what they have done. Most of them have worked the 45-year plan, in that most of them have begun work at the age of 18 or 20 years of age, worked until they retired at 65; this is a 45-year plan. Also, if they had worked 45 years at 40 hours a week, they would have worked in excess of 90,000 hours, and you know, as I do, that that is not true, they would have worked more.

In the past few years the insurance companies in this country has done a check of the average 100 people for payments of their insurance records: 54 or those people will have to be supported by some type of assistance, be it welfare or something else; 36 people will be dead; 5 people will have to work after reaching age 65, 4 people will be well off; and, 1 person will be rich and not have to worry. They have also found that most people who reach the age of 65 live approximately 14 to 22 months, and then are dead.

It is also a proven fact that unless you make in excess of $50,000 a year, you are poor. There are many poor people present today. I would also point out that only 5 percent of the people in the United States make in excess of $50,000 a year. I must point out today that the average American family would be flat broke within 90 days if the bread winner was to lose his job.

The elderly in this country have given us a great deal to stand up for. It has given us the freedom that we enjoy. They have given us the free enterprise system to work and live in the manner that we see fit.

I would like to address the part of funding of this program. Look at the Department of Defense budget. You need only take 1 percent of the budget to refund this program. If you eliminate paper clips in the Pentagon, you can fund this program. Let's call it the way it is. If you eliminate 3 and 4 day weekends for the top people in Washington, D.C., you can fund this program. If you eliminate 3 and 4 day weekends at Camp David, you can fund this program. If

you eliminate 3 and 4 day weekends of horseback riding in California, you can refund this program.

I have sent letters of disbelief to you gentlemen, I have sent letters of disbelief to the President of the United States. We will continue to send letters and we ask your full support for this program, thank you.

Mr. FRANK. Thank you, Chief. I should tell you the letters you very graciously got to us, if you give us a statement of support, I want to make sure those all go on the record as well.

Yes, ma'am, go ahead.

[See app. II, p. 245 for material submitted by Mr. Shaw.]

STATEMENT OF GLORIA LANE, BOSTON, MASS.

Ms. LANE. Good morning, I'm Gloria Lane and I'm a Boston resident. I just want to say a few words. I see many faces that I have seen before and I have said this before, but I'm going to ask that everybody just be a little patient, because those that haven't heard it, I'm sure they will like to hear it.

In 1976 the plant that I worked for decided to close, you know, we don't want to stay in Boston any more. Here I was, a person of 55 years of age, and this meant trouble for me, really. For over 8 months I couldn't get anything to do, because like so many people before me have said, that age kind of makes them wonder should we, you know, be bothered with you.

Then I heard of the senior aide program. I was very fortunate to be interviewed, and I was hired. I worked for about 9 months with the legal services offices up in Grove Hall. It was very rewarding and very, very helpful to me. But still, you know, I needed full employment because I was self-supporting, and going to the bank every now and then and drawing on what you put aside for your old age was really, really dwindling.

I was very, very fortunate to become a part of the Commission on Affairs of the Elderly, the city of Boston, and I have been working with them for almost 3 years now. I just want to let everybody here know how important this program was to me, because without it, I really don't know what I would have done.

And in the second thought, I think another thing we all should do is drop President Reagan a postcard and just let him know that we're not pleased with him on going back on his word. Thank you very much.

Mr. FRANK. Thank you, Miss Lane.

For those of you who want to submit written statements, we have got some cards here. At the end, if you want to come up, it has the address on the back. We can get that to you.

Yes, sir, go ahead. Please give your name.

STATEMENT OF EDWARD LUBIN, SENIOR AIDE, CHELSEA, MASS.

Mr. LUBIN. My name is Edward Lubin, and I'm from Chelsea, Mass. I am one of more than 300 senior aides employed through the program of the Massachusetts Department of Elder Affairs.

As you know, we are among the 1,500 senior aides who are serving throughout the State in the nursing homes and home care corporations, and homes of isolated and vulnerable elderly people in

city halls and town halls, in hospitals, in classrooms, in the wide range of places where people who require our services.

You will notice that I emphasize people require our services. We're not looking for a handout. In fact, we look forward to working 20 hours a week, something akin to the minimum wage. We're not looking for an easy job, either. We want to work, we want to serve, we want to be part of this program.

Nor are we looking for sympathy, Mr. Chairman. We're seeking nothing more than we believe we deserve, a continued right to work for jobs that we have been filling and filling well.

The Congress is going to have some very important value judgements over the next year, money for missiles, money for guns or money for human need. Money for public service or money for putting people on public welfare, because many of my fellow workers will not fair well without their jobs.

Our program must continue so that we can continue to work with young and old alike, so that we can continue to show our constitutents that older workers want to work, to serve with distinction and to make a valuable contribution to our communities.

Help us continue to serve. Thank you.

Mr. FRANK. Thank you. Yes, sir.

STATEMENT OF SAM MESSINA, PRESIDENT, SOUTHWEST BOSTON SENIOR SFRVICES, BOSTON, MASS.

Mr. MESSINA. Good morning, Congressman Barney Frank and Congressman Markey. Thank you very much for my appearance here this morning.

My name is Sam Messina. I am a former member of the Boston Symphony Orchestra. I have retired after 40 years service in that beautiful orchestra. I am an old, old Bostonian. I'm 82 years old and I lived my life in the United States.

I am the president of the Southwest Boston Senior Services. It's a home care corporation, as you well know yourself what the home care means. That enables a person to live his declining years with dignity and independence in his own home, whenever possible. Now, the home care that we belong to has a program which is the senior aide program. We feel that it's one of the programs that is very, very important to us.

What has prompted me to devote my time, my retirement years to the human services and especially to home care? During my father and mother's time, the specter of the poorhouse was ominous and very frightening. So much so, that they were afraid to grow old. They did not know where they were going to land. In those days, there was no such thing as benefits for the elderly. We did not have senior aides, we did not have medicaid nor medicare and all the programs that benefit the elderly in our living here.

Now, I am here to speak for those who cannot be present: the elderly who are serviced by senior aides in our agency. This worthwhile program provides meaningful employment by servicing the elderly community, while allowing an older worker to maintain his or her self-esteem.

In our agency, senior aides provide respite care which allows the caretaker of a frail elderly person a few hours of relief. They act as

medical escorts, offering physical as well as emotional support to elderly patients, such as those undergoing chemotherapy. Companionship is given.

Gentlemen, loneliness causes depression. Depression leads to the nursing home. And I feel as a member of my community, I feel that if we can do everything we can possible to keep a person in his own home and give him a quality of living that he's entitled to, I think that would be the best thing for us. That is the thing that we should do.

Mr. FRANK. Thank you, Mr. Messina, we're going to have to move on. We'll take the rest of your statement in writing.

Mr. MESSINA. I'll send you a note.

Mr. FRANK. Thank you very much. We'd appreciate it.

Yes, Ma'am.

STATEMENT OF FRANCES OLRICH, COCHAIRMAN, URBAN LEAGUE OF BOSTON, MASS.

Ms. OLRICH. Congressman Frank, Congressman Markey, my name is Frances Olrich, and I'm appearing here this morning in the capacity of cochairman with Lynn Williams of the Urban League. Our organization is another part of the piece of this picture of increasing unemployment among older workers.

There is an organization called Older Workers Employment Network—OWEN—which has a liaison with the Department of Elder Affairs through the person of Mr. Ted Sanger. This network sprung up in the years of 1978 and 1979, because the area agencies on aging and the councils on aging were receiving—there were knocks on the door of more and more persons who were retirees who needed to go to work. And therefore in these various agencies, a small little office, a desk was set aside to try to bring together the retirees who were looking for work and to develop jobs in industry for these people. These are people who were a little above the income of the senior aides who were seeking employment in private industry.

Now, the senior aide program is becoming the backbone of this network of older worker employment agencies. We're finding that there is now, not only is there the population of the retirees who are swarming in and asking for jobs, but there is a new population, those of the currently laid off older workers. Many of these older workers who are being laid off now are being enticed into early retirement because companies are offering them a very attractive package, giving them monetary benefits for a year of so to make up for what they might earn if they stayed on the job.

These new retired workers are facing permanent unemployment. They are not competing with youthful workers, because their jobs are being shut down, the job no longer exists, either for the young worker or for the laid off older worker.

OWEN was to have had an executive committee meeting this morning, and when we learned of these hearings, we decided that our whole executive committee should come and is here. We will send testimony to you in the mail. And the cutback of the senior aide program is absolutely devastating not only to the income group and the age group of which we're talking, but to a whole

new wave of older workers, particularly women, 50 years old, even 45 years old and 40 years old.

[See app. II, p. 233 for additional material from Ms. Olrich.]

Mr. FRANK. Thank you. That's a very interesting new perspective we're always looking forward to getting.

Yes, sir.

STATEMENT OF JOHN CAMPBELL, EXECUTIVE DIRECTOR, OLD COLONY ELDERLY SERVICES, INC., BROCKTON, MASS.

Mr. CAMPBELL. Congressman Frank and Congressman Markey, my name is John Campbell. I'm the executive director of Old Colony Elder Services, Inc., in Brockton, Mass., which is a home care corporation serving Brockton and 22 towns in southeastern Massachusetts.

I'm going to just summarize my remarks, because I have already provided the written remarks to Miss Cayhill.

My staff and I have developed a composite case study of a senior aide which shows that the senior aide program is, as I would like to put it, the 7½-cent solution. Let me just briefly explain. In our composite case study we used a senior aide, just one senior aide who worked in an adult day-care center where the aide provided services to frail, elderly people that would come in during the day and go back to their own homes at night.

Medicaid would reimburse the program $18 a day for the people who would come into the adult day-care program. For each senior aide that would be lost to the adult day-care program, three participants in the adult day-care program would have to leave. If they returned, as they ultimately would very shortly to level 3 nursing care, medicaid would pay not $18 a day, but $56 a day. That is the approved rate for that level.

Add to that the benefits that the senior aide now out of work would have to have to maintain a level of living below which she made as a senior aide, then we have a difference between her salary of $3,484 and a cost to the State and Federal Government in medicaid and other expenses of $46,000. So, in other words, if the senior aide program spent 7½ cents of the taxpayers' money, it could save a dollar.

From our nutrition program also, we have computed the value of services provided by senior aides, and that can be translated into 30,000 meals a year. I would just like to close with one observation growing out of what I have heard here today. Senior aides are like the investment company that Actor John Houseman describes in a TV commercial, "They make money the old fashioned way, they earn it."

[The prepared statement of Mr. Campbell follows:]

PREPARED STATEMENT OF JOHN CAMPBELL, EXECUTIVE DIRECTOR, OLD COLONY ELDERLY SERVICES, INC., BROCKTON, MASS.

Congressman Frank and members of the House Select Committee, I am the Executive Director of a home care corporation which provides in-home services in the City of Brockton and 22 towns in Southeastern Massachusetts. Through the National Council of Senior Citizens, we currently have 72 Senior Aides stationed throughout our region providing valuable services to local councils on aging, hospitals, day care centers and out nutrition program, to name just a few of the programs which have benefitted. I would like to give you a brief composite picture of a senior aide so

you may share with the Administration a cost-benefit picture which they have apparently not considered in their proposal to eliminate the Title V Senior Aide Program from the budget. This person, although not real, is a typical composite case study of a Senior Aide working in our program and in others across the country.

She is a widow, age 70 living alone with income from social security totaling only $3,000 per year due to her paying employment and limited quarters of contribution.

She is one of several aides providing 20 hrs/wk of service in an adult day care center in the City of Brockton where she assists frail elderly people with mobility, recreation, socialization and basic personal care (under the supervision of the staff RN)

Her Senior Aide wage of $3.35/hr. gives her a total gross annual income of $6,484. when coupled with social security.

Her job provides her contact with others, training and socialization, a purpose; she meets with the other 71 Senior Aides from across the region in the monthly meetings conducted by the regional sponsoring agency.

She pays state and federal taxes and F.I.C.A.

She can afford her modest apartment, including utilities, food and medicine.

On June 30, 1982, she and thousands like her across the country are "laid-off" indefinitely because they were not in the President's Budget. Here is what happens:

Assuming a freeze on social security cost of living adjustments (proposed in Congress), her income drops back from $6,848 to $3,000.

She no longer pays taxes, but S.S.I. will pay her annually $1,800 to raise her income to $4,800.

Food stamps provide some additional funds for groceries (she did not need this as a Senior Aide). The value of food stamps is about $100.00, yet still she is $2,000 below what she made as a Senior Aide.

Living alone, she loses touch with the friends and peers she met in the Senior Aide program, she has nothing to do with her time; she becomes depressed and starts to forget taking her medicine or eating; she becomes a client of the home care corporation she once served and is provided with 8 hours of home care per week at a rate of $6.00/hr. at a cost of $2,500., assuming this level for a year.

The Adult Day Care Center where she worked has to reduce its day care client load by 3 people for each Senior Aide lost; these 3 people are transferred to Level III in the nursing home at an additional cost to medicaid of $41,610 per year.

In this composite case history, the loss of one Senior Aide which saved the federal government $3,484 in that Aide's salary resulted in additional costs to the state and federal government of approximately $46,000. Looked at another way, if the Senior Aide program spent 7½ cents of the taxpayers' money, it could save a dollar. Think of that and then please think of what it meant to the Senior Aide herself.

Mr. FRANK. Thank you very much.

STATEMENT OF DANIEL MADIO, ELDER SERVICES OF THE MERRIMACK VALLEY, INC., LAWRENCE, MASS.

Mr. MADIO. Congressman Frank, Congressman Markey, I'm Dan Madio. I head a senior aide program in the Merrimack Valley. The program consists of 100 aides.

Now, where did these aides come from? Many in my program have come off of the welfare roles, the social security roles, and some of them off unemployment. Some of them weren't working at all and not in any position to get any sort of supportive dollars. They have benefited by this program.

These people on my program, the average age of the senior aide on my program is 69 years old. They rate, 60 percent of them are over 70 years old. Where would these people find employment, employment that had already been denied them before they entered the program? Where will they go for employment again today? They will again resort to the same social security, SSI, the unemployment, the welfare system. For the few dollars that Uncle Sam will save by eliminating this program, they will be investing considerably more dollars than the program costs.

I will be submitting to you some very interesting cases that I think that you will find of value, of actual cases, programs, problems resolved by the senior aides in my community. And incidentally, these people made 123,000 elderly service contacts during the last year, and during those contacts, they found over 54,000 problems or concerns which they resolved for the elderly.

And to answer one specific question; what will happen to these elderly if the moneys are withdrawn? Many of the people, the elderly people are today living in their own home atmosphere simply because they have the support of the elder services and the senior aides who act as case managers for the elder services. If this supportive program is withdrawn, these people who are today still able to live in their own homes, will by necessity be institutionalized. There is no other way that they can be supported. They have lost all family, they are aged. It's only by benefit of the care that we give them that we are able to maintain them in their home.

Thank you.

[See app. II, p. 247 for additional material from Mr. Madio.]

Mr. FRANK. Thank you.

STATEMENT OF EDWARD PERETT, ALTERNATIVE SERVICES COORDINATOR, SENIOR HOME CARE SERVICES, BOSTON III, INC., BOSTON, MASS.

Mr. PERETT. My name is Edward Perett, Congressman Frank, Congressman Markey. In my position as alternative services coordinator at Senior Home Care Services, Boston III, Corp. I oversee senior aides for whom my agency acts as host. Also, I am the chairperson of the Boston Agency on Aging Area Task Force on Elder Employment.

I am angered by the proposed budget cuts which would eliminate the title V, senior aides program. The senior aide program, put simply, is important for two reasons. It has provided our agency with good workers, and it has given the workers a sense of dignity they deserve.

As you are well aware, the Department of Labor, through State agencies and other contractors, operates this only employment program for the needy elderly. Senior Home Care acts as a host agency for the city of Boston senior aide program. We have had great pleasure in having several aides working for us in varied positions, relieving the pace and adding some humor, as well. We have employed two persons from the senior aides program to our agency payroll and hope to continue this hiring of part-time workers as funding permits.

Senior aides at our agency include a bookkeeping assistant, receptionist clerk, a client records clerk, and an intake assistant. Elimination of the title V program would impair our ability to serve clients directly.

In many times past, the Congress of the United States has helped the older American live in dignity. Once again, we turn to you to stand up for the generation that has done so much for us.

We hope you and your colleagues will vote to include the senior aides program in this and future years' budgets.

Mr. FRANK. Thank you. And one other final.

STATEMENT OF BILLY GARRIGAN, SENIOR AIDE

Mr. GARRIGAN. My name is Billy Garrigan. I'm one of the members of the senior aide, title V. I have worked for 55 years. I want to continue to work so that I can hold my head high in the community. I don't want a handout, all I want is to work and feel like a first-class citizen. Please help us continue title V. I thank you.

Mr. FRANK. Thank you very much. Anything further? Go ahead.

STATEMENT OF JACK FISHER, ATTORNEY, CAMBRIDGE & SOMERVILLE LEGAL SERVICES

Mr. FISHER. My name is Jack Fisher. I'm an attorney with Cambridge & Somerville Legal Services.

I'd just like to briefly comment on what the senior aide program has meant to legal services, especially for our program. It's a documented fact that prior to the senior aide program and prior to elderly legal services that elderly people did not get legal services. Of all the low income individuals who were receiving legal services, elderly people just did not get the services.

One of the key aspects of a lot of the elderly programs is that the senior aides are able to go out into the community, make home visits, do the kinds of things that lawyers oftentimes don't have time to do, and in some cases, don't even want to do. I think that's a particularly despicable attitude, but that's there.

The other side of it is that older people who have legal needs are able to deal with the legal person, a paralegal who they can deal with on a 1-to-1 basis and on a sympathetic basis. They don't have to deal with a person who comes in a three-piece suit and who's younger and who uses a lot of big jargon. They can deal on a 1-to-1 basis that transcends the difficulty of trying to move through the legal system.

So, I'd just like to say that without the senior aide program, legal services programs would be much, much more ineffective. People would not be seeking and getting redress with their social security, medicare, medical, whatever problems. And it's been a double-edged sword for both recipients of legal services and for the programs themselves and the people who work in the programs.

Mr. FRANK. Thank you. If we tell the Reagan people that cutting out senior aides is a way to cripple legal services, that will be another reason for them to cut out senior aides.

STATEMENT OF GENE BORIARTY, SENIOR AIDE

Mr. BORIARTY. Congressman, my name is Gene Boriarty. I work at the Massachusetts Rehab as a senior aide under the title of medicare beneficial aide. And if they ever discontinued this program, I'll be a dead man, because I need a week's pay every week. You see, getting paid once a month, as they say in my language, is for the birds. Thank you.

Mr. FRANK. Thank you very much.

I want to thank all of you for your patience and for your presence here today. We have had eloquent testimony, among the most eloquent testimony is that so many of you have cared enough, once again, to demonstrate it. So, to both panels and to everyone who

participated today, thank you. I think we're going to win this fight, thanks to the kind of help you have given us.

[Whereupon, at 12:15 p.m., the subcommittee adjourned.]

OVERSIGHT ON FISCAL YEAR 1983 FUNDING OF OLDER WORKER PUBLIC SERVICE JOBS PROGRAM

MONDAY FEBRUARY 22, 1982

HOUSE OF REPRESENTATIVES,
SELECT COMMITTEE ON AGING,
SUBCOMMITTEE ON RETIREMENT INCOME AND EMPLOYMENT,
Astoria, N.Y.

The subcommittee met, pursuant to notice, at 9:31 a.m., at the Astoria Community Senior Citizens Center, Hon. Geraldine A. Ferraro (acting chairwoman of the subcommittee) presiding.

Members present: Representatives Ferraro of New York, and Biaggi of New York.

Ms. FERRARO. Good morning. I would ask you all to take a seat if you would, please.

In an effort to begin and complete our work prior to the lunch time recess, I would call the Subcommittee on Retirement Income and Employment Hearing to order and I would ask Janet Kennedy to make a few comments.

STATEMENT OF JANET KENNEDY, DIRECTOR, ASTORIA COMMUNITY SENIOR CITIZENS CENTER, ASTORIA, N.Y.

Ms. KENNEDY. Good morning, ladies and gentlemen. I am Janet Kennedy, director here at the Astoria Community Senior Citizens Center. And it is a great honor and a great privilege for me to welcome Congresswoman Geraldine Ferraro and our various other political representatives to take time out of their busy davs in what we are about regarding the title V hearings.

I have worked in the community of Queens for the last 3 years and I would like to honestly say that my experience working with our political representatives has renewed my faith in what the political life is and was meant to be. So, it is a great privilege for us this morning to have this hearing at the Astoria Community Senior Center.

Geraldine, thank you.

OPENING STATEMENT OF CHAIRWOMAN GERALDINE A. FERRARO

Ms. FERRARO. Thank you very much, Janet.

I would like to welcome everyone here this morning to this hearing of the Subcommittee on Retirement Income and Employment of the House Select Committee on Aging. Today's hearing will focus on the Reagan administration's proposal to eliminate the

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older Americans community service employment program authorized under title V of the Older Americans Act.

The community service employment program for older Americans is designed to promote part-time employment opportunities in community service activities for unemployed low-income older persons.

The elimination of the title V program will, therefore, mean the loss of over 54,200 federally financed jobs nationwide. In terms of the impact such a proposal would have on New York it would mean that 961 senior citizens citywide, 119 senior citizens in Queens, and 48 senior citizens in the Ninth Congressional District, which is my district, would lose their much needed jobs.

To be eligible for this program one must be 55 or older, although priority is given to those over age 60, and your income level cannot exceed more than 125 percent of the Office of Management and Budget poverty line. In 1981 the figure was $5,387 for a one-person household.

For the 1980–81 program year the average hourly wage paid to enrollees was $3.42 per hour. At that time 67 percent of those enrolled were women; 53 percent were over age 65; 25 percent were over age 70; and 86 percent had a family income below the poverty level.

The Reagan administration is claiming that it will target special employment training for special segments of the population. That's an absolute sham.

This special segment includes senior citizens, farm workers, veterans, displaced homemakers, offenders, and dislocated workers. Older Americans will now have to compete with others for these jobs. This new program will be funded at a level which is $87 million less than the level available solely for older workers last year. Older Americans will inevitably get fewer positions that are now guaranteed under title V.

The House Select Committee on Aging and its subcommittees often conduct hearings in the field, as we are doing today. These hearings allow us to receive testimony from people who may otherwise be unable to come to Washington and testify before a congressional committee. I am pleased that Chairman John Burton of the Subcommittee on Retirement Income and Employment has given me the opportunity to hear about the senior community service employment program's importance in this community. His willingness to have the Subcommittee learn more about the value of this program indicates his strong support for older persons.

Chairman Burton has called a hearing of the subcommittee to be held in Washington this Thursday, February 25, so that we can gather more information on the valuable impact this program and whom it employs and serves all over the country. I want to assure you that many subcommittee and Select Committee on Aging members are quite concerned over the proposed termination of the title V program, and that we will do whatever we can to restore full funding of this highly worthwhile older worker program.

At this time I anxiously look forward to hearing the testimony of our distinguished witnesses. I would like, however, prior to doing so, to introduce to you someone you know extremely well. My colleague in the House and also a member of the Select Committee on

Aging, one of the authors of the Older Americans Act, Congressman Mario Biaggi.

STATEMENT OF REPRESENTATIVE MARIO BIAGGI

Mr. BIAGGI. Hello. I am an engineer as of now. I thank Congresswoman Geraldine Ferraro and commend her for holding this hearing in Astoria, which has a high density of senior citizens and whose interests are clearly at stake. Not simply with the effect of this hearing or the consolidation elimination for all practical purposes of title V, but many other issues touching all senior citizens.

We come this morning, unlike the administration, not to bury the program and title V, but to praise it and to save it. And this hearing will be the kick-off of a national effort to mobilize all of our forces. It is initiated by Geraldine Ferraro and myself. When I mean "all of our forces," I mean not only the senior citizens, but all of the entire aging network, and the 54,000 seniors who are now the beneficiaries of this program, and all of the public officials who reign in their respective positions that know the merit and worth of this program.

I suggest that it can be saved or at least the cuts could be modified, because currently the administration is attempting to take the elderly group that was isolated and given special consideration for this employment program, which cost some $277 million and which has proven to be one of the most productive and effective programs that the Government has ever engaged in. And what they are doing is taking the elderly and putting them with nine other groups, equating the elderly with offenders. In the administration's proposal it is not $277 million, but $180 million to be divided among nine groups. So what you have done, as I said before, for all practical purposes, is eliminate the title V program as it was constructed.

Congresswoman Ferraro stated that I was one of the original authors of title V under the Older Americans Act and that I take a very dim view of the action of the administration. The administration talks in terms of protecting the elderly and the needy. Yet, so far, on the basis of evidence and deed, the elderly seem to be the targets of budget reductions.

The State of New York has excellent experience. We have 4,200 seniors currently employed, from libraries to public defender's offices, from day care centers to senior citizen centers. All doing an excellent job. Costing $22 million for 4.2 million hours. If Federal Government could do as well in every other program, the budget would be reduced, the deficit would be obliterated and the taxpayers would be required to pay less money.

The point I am making is I do not understand the rationale of the Federal Government. This program has fiscal advantages as well as humanitarian needs, and has proven to have a good track record, and they go about heartlessly and cruel in their efforts to terminate it.

I look forward to the testimony of the witnesses today. But I close with this one note and it is a repeat. I urge each and everyone of you to write to the President. No need to write to us, although we always like to hear from you. Because you know where

we are. But write to the President. Let that mail mount. They are practical politicians and there is not that much money involved here. They can easily turn around and save the program without effectively interrupting the President's budget proposals. And that is a whole other issue. But our own feeling in connection with that, if the populace of this Nation would respond in unison and in mass, even those budget proposals would be at least moderated. But this is an opportunity for the people to speak.

And I thank you, Geraldine.

[The prepared statement of Representative Mario Biaggi follows:]

PREPARED STATEMENT OF REPRESENTATIVE MARIO BIAGGI

As an original member of the House Select Committee on Aging and chairman of the Subcommittee on Human Services, I am pleased to join my colleague Geraldine Ferraro this morning as we discuss title V—the Community Service Employment Program of the older Americans Act.

Let me state from the outset—this committee—unlike the administration—is here to praise and save this program not to bury it.

The President's new budget forces us to have this hearing today, because for all practical purposes, it eliminates funding entirely for the title V program as we know it. With this hearing—we kick-off a national mobilization effort to maintain title V.

We are here because this committee believes that the 719 low income older New Yorkers employed by this program should be able to keep their jobs. We feel the proposed elimination of these jobs—55 percent of which are held by minorities—is indefensible both from a fiscal and a humanitarian sense.

In 1973, I was proud to be an original cosponsor of the legislation which created the employment program under the Older Americans Act. Actually the origins of title V go all the way back to 1965 when a model program funded by the Economic Opportunity Act established the framework which was translated into a new program in 1973.

Since 1973, the title V program has provided meaningful part-time employment opportunities for older workers aged 55 and over. The program serves the lower income elderly by restricting eligibility to persons with incomes of 125 percent of the poverty level or below. People employed under title V can work a maximum of 20 hours a week—and are paid either the Federal minimum wage, a State or local minimum wage or the prevailing wage in the community whichever is higher.

At the present time 54,200 workers are directly employed by title V across the Nation. When training and other factors are included—the number may be closer to 80,000. The program is administered by State agencies on aging as well as eight national contractors comprised mostly of the major senior citizen organization.

Title V workers are found everywhere from the Green Thumb programs of rural America to others in our inner cities. You can find title V workers everywhere—from the public library to the public defender's office—from a day care center to a senior citizen center.

Title V employees do more than just work—they care—they are involved in their communities. In this State alone the 4,200 older workers employed by title V produce approximately 4.2 million man-hours in servics to the community including to their fellow seniors. This at a cost to the Government of just $22 million. I challenge any other Federal program to produce a better return on an investment of the Government dollar.

So how does this administration reward a program with a proven track record of success—a program which keeps older people as active and productive members of our economy. Their reward is to recommend the abolition of the separate $227 million title V program and replace it with a new special targeted assistance program which in the budget message is described as follows:

"Provides additional training assistance through a nationally administered program to special segments of the population that have particular disadvantages in the labor market. Among the groups which may be served are Indians—and other native American older workers—migrants—and seasonal farmworkers, veterans, displaced homemakers and dislocated workers. I did leave out one category—offenders, yes older workers are beir g asked to compete with offenders for part-time employment."

Do you know what the funding level is for this brand new program which pits at least 9 different groups against each other—$180 million—or 87 million less than what the title V program got on its own last year. In more ways than one—this just does not add up.

The special irony of this situation stems from the fact that less than 2 months ago—Congress overwhelmingly passed—and the President signed into law—a bill which extended the title V program in its present form for 3 additional years. Further the bill, the 1981 Older Americans Act amendments—actually provided a 14-percent increase in funds for the program to ensure that the current level of 54,200 jobs were maintained. Many felt that when President Reagan signed this measure into law on December 29 that title V had a new clean bill of health.

Now 6 weeks later—the prognosis has changed—the patient is very ill. What could have possibly caused such a dramatic reversal in such a short time? This is not the time to dwell on why something has happened—rather it is time to demand that a tragic mistake be reversed.

The situation is doubly serious for New York for not only does it face the possible elimination of all funds for title V—it also faces the imminent termination of the title X older workers program which provides some 500 job opportunities to and for older workers. In better days—we might have been able to turn to title V to help replace title X funds—but now all looks bleak on the horizon.

I propose today that we begin a national mobilization effort to save title V. I propose that every single one of the 54,200 older workers presently employed under title V write or call not only the President but our colleagues on the House and Senate Budget Committee to express their opposition to zero funding for title V and instead urge maintaining the current level of funding of $277 million.

I propose that every State—county, city and other local government official who has benefitted from the services provided by a title V worker send a similar message to Washington.

I genuinely believe we can turn this around—but you must understand that the competition for dollars this year in Washington will be extremely fierce—other worthy causes and constituencies will be fighting hard too. I maintain that title V's record stands head and shoulders above the rest—and all that is good about the program must be told not only at this hearing, but in letters and calls to Congress and the White House. I and this committee stand prepared to lead this effort. Let us begin today—so that we can restore full funding for title V and not let Reaganomics wreak further havoc on the lives of senior citizens.

Ms. FERRARO. Thank you, Congressman Biaggi.

Our first witness is Carol Bellamy, president of the New York City Council. I do not have to introduce the council president to you, but you may be witnessing a first after yesterday's announcement. I would be thrilled as the first Congresswoman from Queens to introduce the first woman Mayor from New York.

STATEMENT OF CAROL BELLAMY, CITY COUNCIL PRESIDENT, NEW YORK, N.Y.

Ms. BELLAMY. Thank you. I am delighted to be back at the Astoria Community Senior Citizen's Center. I think it has been a year or so since I have been here, but it is good to be back.

And I thank you, Congresswoman Ferraro and Congressman Biaggi for holding these very important hearings. Too often, as you know, it is very difficult for the average citizen to get to Washington. Even for the nonaverage citizen getting to the Capital can be difficult, given the cost of the shuttle flights these days. So I think it is to your credit that you are holding these hearings locally.

There are a number of people following me, so I will attempt not to repeat or to speak on points that others will raise, but I think there are some very important points that bear repetition, because they are so critical to the consideration of this issue.

The outlook for our Nation's senior citizens is bleak. The elderly are bearing a disproportionate share of the burden of the present

difficulties in the national economy. In the past 6 months unemployment among persons 55 years of age and older has increased 16 percent. At the same time, the Nation's elderly have continued to grow increasingly poorer. Today, 16 percent of America's senior citizens over the age of 65 live below the poverty line.

Yet, as private sector job opportunities vanish, as direct Federal services are curtailed, and as people on fixed income fight a losing battle with inflation, Washington rescinds the few public employment programs that provide a special lifeline for our elderly. Last year Congress adopted the Reagan administration proposal to eliminate the title X job opportunities program, which provided work for seniors without regard to income at senior centers and municipal and voluntary agencies.

That left the title V, the senior employment community service program, which provides, jobs for low-income seniors, as the only remaining Federal employment program for older Americans. Now the Reagan Department of Labor has proposed in its fiscal year 1983 budget to fold the title V senior employment community service program into a block grant with no specific provision for funding of older workers. As in the past, this block grant is really just a subterfuge for dramatic funding reductions.

As Congressman Biaggi just pointed out, a number of other recipients are included in this block grant, and the dollars available are reduced substantially.

Rescinding funding for these programs is meanspirited and fiscally counterproductive. The job opportunities program and the senior employment service program, employ active senior citizens who provide their peers with essential services, as nutritional aides, home health aides, counselors, and referral and clerical personnel. The programs stem isolation and provide a sense of purpose for both the senior citizen employee and for the elderly whom they serve.

Perhaps most important, these programs are low cost, preventive programs, which provide care and assistance for seniors who might otherwise enter costly institutionalized facilities at government expense.

And I think that this point has to be driven home. That this is, once again, an action on the part of the Federal administration that is pennywise and pound foolish.

As the home care services and senior centers supported by the job opportunities program senior employment community service program vanish, many of their clients will inevitably turn to nursing home care. Not only do nursing homes—and I am talking about even the good ones—often accelerate the physical and psychological deterioration of the elderly, but the costs of nursing home care, largely reimbursed by medicaid, are, as you know, extraordinary. It now costs an estimated, $24,000 to maintain a single nursing home bed for 1 year. Clearly the services provided by the job opportunities program and title V senior employment community service program are a less expensive and much more humane alternative.

I suppose that many of our friends in Washington and I put "friends" in quotes, will argue that local government must simply offset these Federal reductions. But cities like New York are themselves reeling from the jolt of direct Federal cuts and diminished

local tax revenues. I need not remind you that in last year's budget cuts alone, aid to State and local government, which makes about 14 percent of the Federal budget, took over 30 percent of the cuts.

As many people are aware, Federal funding for the 955 seniors employed under title X in New York expired entirely. Federal Government just cut the legs out of this program—just stopped it entirely in December of last year. I think it is to the credit of the Koch administration and the urging of others—and I know that Commissioner Sainer will be speaking—that the City of New York continued to fund this program through just last week. And, that the Koch administration agreed to continue a substantial portion of that program through the remainder of the fiscal year.

I am pleased that at my urging the mayor even agreed to fund an additional and very important portion of the program, the home care workers. The home care workers are a part of the program. A part of that program dealing with the frail elderly that I believe, given our existing fiscal condition, we have the capacity to fund through this year.

But remember, this was the city, already hard pressed, picking up an area where the Federal Government had entirely turned its back.

Mr. BIAGGI. May I interject at this point? Is it fair to say that it would be almost impossible, difficult if not impossible for the city to fill the gap for these new cuts?

Ms. BELLAMY. I think that is so. And again, Commissioner Sainer will be speaking. But I think there is no doubt that we will not be able to fully fund, the 684 New Yorkers whose jobs are endangered if the title V program, as it presently exists, is plugged into the block grant. It is not because we do not want to, but there is a reality as to how much we can do with the reduced resources.

Title V must be retained as an independent, fully funded program at the Federal level. It will be only saved if the people in Washington are made aware of our firm opposition to the President's proposal. I express my appreciation at the leadership that you will be providing in terms of a national program.

Congresswoman Ferraro, as one of the most eloquent of the Democratic Party's televised respondents to the recent state of the Union address, you, in particular, may recall the moving interview with Margaret Schappell, the 89-year-old Washingtonian, who likened Ronald Reagan to Herbert Hoover.

But Margaret Schappell pointedly reminded us that Hoover "Was blunt, and he was what he seemed." "This one," she said of our present President, "is charming and beguiling."

We will not let Reaganomics, however beguiling the President himself may be, turn America back to the days of Herbert Hoover. We must remain steadfast in our commitment to provide jobs and care for the elderly of this land.

I look forward to working with you to retain these programs. Thank you very much.

Ms. FERRARO. Thank you very much.

I want to thank you for a very thorough statement. I think you pointed out our problem. One is that we have people who will be unemployed and who will be facing a very bleak future. Second we are doing things that are not cost effective. And third, if the pro-

gram is eliminated under the Federal funding subsidy, the city probably cannot pick it up. So you have made it very clear what our job is and what we have to do as far as this particular program is concerned. I thank you for your testimony.

Congressman Biaggi, a question?

Mr. BIAGGI. I want to thank you, President Bellamy, for your statement. I would like to punctuate the colloquy you and I just had. We agree that this proposal to eliminate title V, if it becomes effective, there will be a reduction—there would be the loss of jobs, jobs that could not be supported by the administration, city administration.

Ms. BELLAMY. That is correct. We have attempted to make up a gap where we can, but this is going much too far.

Mr. BIAGGI. I expected that. But just for the record, I wanted that. Thank you very much for your testimony.

Ms. BELLAMY. Thank you.

Ms. FERRARO. Our next witness is Commissioner Janet Sainer, commissioner of the New York City Department for the Aging. I am sure you have either seen or heard Commissioner Sainer before, not only at the various hearings throughout the city, but she has been a very eloquent spokesperson for the aging on numerous TV and radio shows. I have never come across anyone who is as dedicated and as concerned about her constituency as is Commissioner Sainer. And I welcome her today to our hearing.

Ms. SAINER. Thank you.

Ms. FERRARO. Commissioner, you have a rather complete statement. You may proceed in any way you want. If you would like to read it, that would be fine. Or if you would like to summarize it, we will make it part of the record.

STATEMENT OF JANET S. SAINER, COMMISSIONER, NEW YORK CITY DEPARTMENT FOR THE AGING

Ms. SAINER. Thank you very much, Congresswoman Ferraro and Congressman Biaggi. It is my pleasure to be here representing the 1.3 million older people of New York City, who are faced with an increasingly uncertain future because of the Reagan administration's budget policies. I appreciate the opportunity to appear before you on their behalf in support of the title V community service employment program which threatened with termination under the President's new budget proposals.

On December 12, Congress reauthorized the title V program at a $277 million funding level as part of the Older Americans Act. On December 29 the President himself signed it into law. This would insure jobs for 54,200 older men and women for the next 3 years. Now, just 2 short months later, the President has recommended that the program be eliminated in 1983.

Here in New York City, close to 700 men and women will be faced with a loss of their jobs this September if this legislation goes through. It might interest you to know that 80 percent of them are women, 55 percent are minority, and 25 percent are over 70 years of age.

Title V, as a categorical program targeted to low-income unemployed workers 55 and over is a cost-effective program. I think Con-

gress believes the same. It illustrates one of the best ways to use public funds. It allows those who want and need to work to earn much needed additional income. It provides them with training that enhances their potential for employment in the private sector. And it increases the manpower resources available to human service agencies, enabling them to expand services and programs and to better serve the community.

I believe that the elimination of the title V program can only lead to greater economic hardships for those enrolled in the program and would practically doom a vigorous and mature pool of older workers who could serve as a valuable human resource, especially during these difficult economic times.

I have discussed in greater length in my statement some of the factors about employment of the elderly, which I think are very cogent. But I will leave those for the published statement.

Ms. FERRARO. Without objection, we will make that part of the record.

Ms. SAINER. Thank you. It is important to mention that in the job world, chronological age is used as a measure, unfortunately, of a person's job ability and dependability. Age, per se, is still a basis for denying employment to older job applicants, notwithstanding their technical competence.

Furthermore, during these inflationary times many older people, especially those with lower incomes, have to work. I think this point has not been emphasized strongly enough. Now more than ever do older people realize that they have to depend on their own ability to earn a living, even in their retirement years, in order to house themselves, feed themselves, and keep healthy. Taking these jobs away from a low-income population I believe would lead to increased reliance on public assistance programs such as SSI, medicaid, food stamps, at a greatly increased public cost. That has not been taken into account sufficiently enough in looking at these cutbacks. What are deemed as cutbacks would become add-ons in terms of public cost.

In addition to being able to work, marketable skills are required. Many older workers' aged 55 and over, have never had job opportunities before and certainly did not have the opportunity to upgrade their skills. What is important about the title V program is that it has provided job readiness training for these workers, as well as developing, updating, and brushing up on required skills. The elimination of title V will totally eliminate such training, as well as employment opportunities, for low-income elderly.

Title V, as you know, not only benefits the older worker himself. It also serves this community and communities across the country through the services provided by the title V workers. Most importantly, in this city, they serve the frail elderly in a way that could not be met through any other resource at the present time. Of the approximately 700 men and women currently providing services in various community programs 75 percent are serving the frail elderly of this city. They are serving tens of thousands of people through the limited number of workers we have here, in home care programs, nutrition centers, senior centers, outreach and referral and other kinds of aging services.

Let me give you a few examples of what title V means here in New York City; 37,000 hours of housekeeping, homemaker, and shopping service to the frail elderly in their own homes is provided by some 35 workers. That is a small percentage of our 700. Well over 100 frail elderly would have to be denied the services they are now getting from these few workers if this program is terminated.

In addition, title V workers provide 143,000 hours of meal preparation and serving in the nutrition sites. We believe that the availability of 60,000 meals a year would be jeopardized by the loss of these particular title V slots.

In connection with other kinds of services, giving assistance with entitlements, outreach, referral, 172,000 hours of service a year would have to be eliminated. Also, as we looked at the programs that we are dealing with, we have a few programs that are completely dependent on title V workers. There is a small I. & R. service at AGED in the Bronx, Congressman Biaggi, totally supported by title V which would have to be cut out. Another one in Brooklyn. We have a few programs that have been so dependent on title V workers, that the total program would have to be eliminated.

Title V workers also provide 106,000 hours of service to older adult clubs and senior centers, helping them enrich their programs and giving them some sort of program other than just the meal itself. And we also have title V workers who are now stationed at the New York State Employment Offices, who are part of a program that we have labeled Project Renew.

We have found that the experience of administering title V and other older worker employment programs has highlighted the fact that special assistance and targeted services for the older jobseeker are seriously inadequate. In fact they are almost nonexistent. The reasons for this range from general insensitivity to its importance, as well as a lack of trained personnel. Therefore, the department initiated just this past year, Project Renew, a small project, but one which has placed 12 title V workers in the New York State Job Service offices throughout the city to advise and counsel and help find jobs for other older jobseekers. That program would have to be eliminated completely if this funding and this proposal is carried through.

Elimination, of our 700 title V positions here in New York City would deprive tens of thousands of older people of needed services, in addition to eliminating the jobs for the older people themselves. These losses would further compound the impact on elderly service programs brought about, not only by the elimination of title X but by the elimination of CETA, which took place earlier this year. There were 770 older CETA workers who lost their jobs amongst the tens of thousands who lost their jobs with the elimination of CETA. A substantial number of these provided services, particularly in the home care area, for the elderly of this city.

Ms. FERRARO. Janet, if I could just interrupt you on that point. How many of those jobs were replaced by the city agencies?

Ms. SAINER. None were replaced of this particular group, because those jobs were mainly in voluntary agencies. When the city picked up CETA replacements, they did so in the municipal agencies, particularly the parks department, sanitation, and police. The volun-

tary agencies that had CETA contracts did not have any of those positions picked up.

Ms. FERRARO. So those have already been eliminated.

Ms. SAINER. A total loss. Thus we are compounding the CETA losses, the title X losses, and now the title V losses. This completely eliminates any programs or any opportunity for older people to seek jobs, seek training, and maintain some kind of income.

Mr. BIAGGI. Let me ask you this, Commissioner. In addition to the job loss of some 700 in the city and 54,000 across the country, we eliminate by virtue of the ending or virtually eliminating title V employment programs, does not that impact on other jobs that have flowed from this program?

Ms. SAINER. Yes, it has been very interesting. When we were looking at the impact of the title X employment programs, our department did a very intensive analysis of every single senior center in this city, over 300 operated by our department and H.R.A., to see how those programs were staffed. How were they able to operate? What would be the impact of the loss of the title X worker? We were amazed at the extent of multiple funding that has enabled practically every senior center in this city to operate. We found that centers are funded, not just by our nutrition funds or H.R.A. title XX funds, but they have the addon of CETA, C.D.A., title X, title V. It is the combination of these which made it possible to operate a single program. And it is the loss of these which is creating such a devastating effect on the capability of the centers to continue.

The fact that one source of funding might be cut, we might be able to absorb. But it is the multiple ripple effect of these various cuts, all in the same programs, that is really going to be devastating for the elderly of this city. As well as those who are the jobseekers and the jobholders. So that is a piece of what we are finding here, Congressman Biaggi. I do not think that has been taken into account when we look at a single 4-percent cut, or even 10-percent cut out of a single program. These are multiple funded programs that need multiple funds to continue.

There is another dimension in what we have done. The business community is beginning to recognize that many positions, especially those with no long-term career potential, are very appropriate for older persons and for part-time workers. And these are the very kinds of jobs that many older persons are seeking. Thus, the Department, through its experience with older worker programs, has been seen as a resource by the business community in finding opportunities for these workers to move into the private sector. This has led to a number of initiatives we have recently undertaken in our department.

In view of the Reagan administration's thrust to involve the private sector more effectively and more directly, we think that the maintenance of a categorical employment program for the elderly is critical if we are to move ahead with the private sector initiatives.

Just to name a few that we have done just in this past year. We have a senior employment advisory council, comprised of high-level executives from such firms as Bloomingdales, Citibank, Bankers Trust, Phillip Morris, New York Board of Trade, American Express

Co., et cetera. They have been working with us to identify employment opportunities in the private sector.

During this past year we also ran an "Ability is Ageless" fair in cooperation with the New York City Chamber of Commerce and industry and NBC-TV. Representatives from 55 banking, insurance, and retail organizations, each paid $150 to exhibit and be present at that fair, which showed a commitment that we think is important. The fair was able to provide a number of people with jobs, even though that was not the major purpose of the fair. And also, additional people were interviewed subsequent to the job fair as a result of that experience.

The private sector leadership has also highlighted the fact that there are thousands of private sector jobs that go unfilled each year. We think it is important to create the link between that private sector and the public sector. Without an employment program that is geared to the elderly, this would be completely impossible.

Just this year under the sponsorship of the private industry council and the New York Foundation for Senior Citizens, two New York City private secretarial schools have instituted a 4-month training program for mature workers with the goal of developing their skills and giving them private sector jobs.

A second area of labor shortage, as a result of our work with the private sector, has been highlighted by the banking community. Through the department's efforts, Citibank and Manufacturers Hanover have indicated a willingness to provide training and jobs for bank teller positions. This, we hope to be working on in various neighborhoods of the city, where there are local branch bank offices and where we believe there are older people who could be benefited by such a program and by such job opportunities.

Ms. FERRARO. Again, let me interrupt you for just a minute. Are you then saying that the program, in addition to providing services within the program itself, is actually providing some sort of job training so that those people can go out and perform those jobs?

Ms. SAINER. Absolutely. The private sector has expressed great interest in this bank teller program, with which they have asked us to work with them. In fact, this week the first of the title X people who were left unemployed as a result of that cutback, are being interviewed and being given the opportunity for assessments to see what they might be skilled for. Our office, together with the city's department of employment and the Federation Employment and Guidance Service, is offering the opportunity to these title X workers who were left without jobs, to be interviewed and then to see whether they have the potential skills which might be good for the banking community and for bank tellers. Both the banks that I mentioned have already said that they are willing to provide paid training for those who they accept. We feel our job is to be sure that we choose the right people. We may have to give them some orientation. But the most important point is that the reason they were interested and the reason they came in is because we have available people who had work experience, who were not new to the job market, and whom they felt were job ready.

If that were not the case, they would not have come to us and we would not have had a viable argument and capability of responding. And therefore, I think the training provided by the title X and

the title V program were critical in even permitting the private sector to move forward with these initiatives.

Mr. BIAGGI. Commissioner, in one of the amendments of the Older Americans Act, 1 percent of the funds were set aside for demonstration programs, such as you are talking about, to get the private sector involved in effecting the transition of the seniors into unsubsidized programs. And by reduction of the funds as proposed by the President, even that 1 percent is jeopardized.

Ms. SAINER. That is right. We are doing this without any of those 1-percent funds. We are doing it because we found the private sector ready and we just did not want to let that opportunity go by. We have stimulated the private sector to be ready, and I think this is important.

I would like to mention quickly just one or two human interest stories since they highlight the importance of this program to older people themselves.

One of the stories is that of a Mrs. Soldo, who like thousands of women find themselves widowed, with a long absence from the job market, limited income and no marketable skills. She came to the United States 3 years ago and a short time after her arrival, her husband passed away. The prospect of seeking and securing employment overwhelmed her. But through the efforts of the title V staff, she was placed at a senior citizen nutrition center and serves the program by doing clerical tasks, working in their garden program, and in addition, is leading a sewing class because they found she had those skills.

In another kind of situation, we found that many of the title V workers faced difficulty in obtaining employment due to increasing age and outmoded skills, placing them in the category of what has been labeled "the discouraged worker." They are never counted in the unemployment rolls.

Ms. Clark is one of these. By the way, these are all real clients and real cases. She is a 67-year-old woman who had been a prominent photographer with her work appearing in Life, Vogue, and a number of other popular magazines in her earlier years. As time passed her contacts in the field diminished and she did not have the skills needed to keep up with the advancements and technology of her field. Title V was successful in placing Ms. Clark in a work setting which her supervisor described as a perfect match between skill level and employment demands. What does she do? She works in an art gallery of a local university and is involved in liaison work with senior centers, setting up trips and conducting guided tours for seniors at the art gallery and other kinds of cultural events. Another example is Mr. Perez. As in the case of many other older workers, he had been employed as a factory worker for his entire work history. Forced to retire, he found no market for his skills and the opportunity to develop new skills or a second career did not seem realistic.

However, he found his income insufficient and reentry into the job market upon retirement became an absolute necessity. Title V provided the opportunity for him to develop new skills based on his bilingual abilities. He was placed with an agency in a predominantly Hispanic community where he wrote letters in Spanish, acted as interpreter/translator, provided escort services for the frail elderly,

and has done a marvelous job. At the present time he is using all his skills as an information and referral service aide. He had been using them until his recent and his final illness, which forced him to retire. But he is a perfect example of what is very common—not having marketable skills and being able to find the opportunity for training in other careers.

If you multiply these three by the 54,000 people in this Nation who have been the participants of what I believe is a very cost-effective program, you will begin, as I know you already have, to have some idea of the important impact of this program.

And yet, despite its clear benefit to the public and private sector, as well as to older people themselves, despite its reauthorization by Congress and the President, it is scheduled for elimination.

Instead of title V, you know that the administration proposes to include older workers in a block grant with six or seven other groups, with no specific provision for continuance of targeting to older workers. This would be funded for a total of only $180 million for this whole group, rather than the $277 million for the entire title V alone.

To assume that this block grant can replace the title V and other targeted worker programs is false. Moreover, I believe it is unfair to, in effect, place each group in competition with one another, because all of those involved and all of those that have been targeted have a legitimate and well documented need for work opportunities.

The title V program is the last Federal employment program directed to low income older people in this country. Less than a year ago in New York City, as I indicated, close to 800 older people lost their jobs when CETA was eliminated. Within the same year title X was eliminated. And now we face the need to begin planning to end gainful employment for another 700 men and women in New York City if the President's proposals prevail. And 54,000 across the Nation.

Coming as it does hard on the heels of these two important training and employment programs, the elimination of the title V will be a disastrous loss, particularly for the low-income elderly who need not only the training and the jobs, but the money to keep living and not become public responsibilities.

Congress has demonstrated, with bipartisan support, its recognition of the value of title V program, not only by including it in the reauthorization of the Older Americans Act, but by using very specific language to assure that there would be sufficient funding to maintain the title V program for older workers at its present level over the next 3 years.

Congresswoman Ferraro, Congressman Biaggi, we look to you—we know we need not plead our case to you—but we look to you and we look to our other congressional leaders and to the administration to help guarantee that the original congressional intent be carried out. That title V remain intact in the years ahead. And that categorical employment programs for low income elderly be retained and sustained. I highly endorse the recommendations made by both of you to let the administration know, let our voices be heard. Without that, there will be no action taken that will

insure that employment programs for the elderly and the other cutbacks which are so disastrous will not be put into place.

Thank you very much.

[The prepared statement of Ms. Sainer follows:]

PREPARED STATEMENT OF JANET S. SAINER, COMMISSIONER, NEW YORK CITY DEPARTMENT FOR THE AGING

I am Janet Sainer, Commissioner of the New York City Department for the Aging, an agency that represents 1.3 million people 60 and older who are faced with an increasingly uncertain future because of the Reagan Administration's budget policies. I appreciate the opportunity to appear before you on their behalf in support of the Title V Senior Community Service Employment Program which is now threatened with termination under the President's new budget.

On December 12, Congress reauthorized the Title V Program at a $277 million funding level as part of the Older Americans Act. On December 29, the President signed it into law. This would insure jobs for 54,200 older men and women for the next three years. Now, just two short months later, the President has recommended that the program be totally eliminated in 1983.

Here in New York City, some 700 men and women will be faced with a loss of their jobs by September. 80 percent of them are women, 55 percent are minority and 25 percent are over 70 years of age.

Title V, as a categorical program targeted to low-income unemployed workers 55 and over, is a cost effective program which illustrates one of the best ways to use public funds. It allows those who want and need to work to earn some much-needed additional income. It provides them with training which enhances their potential for employment in the private sector. And it increases the manpower resources available to human service agencies, enabling them to expand services and programs and to better serve the community in general.

The elimination of the Title V Senior Community Service Employment Program can only lead to greater economic hardships for those enrolled in the Program and will practically doom a vigorous and mature pool of older workers who could serve as a valuable human resource especially during these difficult economic times. Contrary to widespread myths about the elderly, there are many among them who want to work and have the physical and mental capability to do it. Due to remarkable advances in health care and medicine, life expectancy has increased and older people tend to be healthier now than in the past. Moreover, a significant number of studies and the Department's own experiences have shown that older workers can compare with younger workers in their ability to learn, to be flexible, and to perform well on the job.

Unfortunately, in the job world, chronological age is used as a measure of a person's job ability and dependability. Age per se is still a basis for denying employment to older job applicants notwithstanding their technical competence.

To quote from a recent study made by Louis Harris for the National Council on Aging: "There are clearly many Older Americans who were told at a certain age that they were too old to continue their work. However, the apparent problem for many Older Americans is not that they are too old to work, but rather that they have been told they are . . ."

This pre-conception affects older persons' views of their own ability to function in the labor force. When older workers with long tenure in their jobs leave employment involuntarily, they are generally uninformed about the nature of the labor market. They are no long surrounded by their peers who can offer information and guidance. The knowledge that they are competing with younger workers undermines their ability to "sell" themselves. Compounding these handicaps are the even greater barriers presented by the unfavorable attitudes and negative stereotypes held by employers and supervisors.

Furthermore, during these inflationary times, many older people, especially those with lower incomes, have to work. Now, more than ever, do older people realize that they have to depend on their own ability to earn a living, to feed themselves house themselves, and keep healthy. Taking jobs away from them would only lead to increased reliance on assistance programs such as SSI, Medicaid and Food Stamps at an increased public cost.

To be able to work, however, marketable skills are required. Many older workers reach age 55 without such skills, never having worked before or never having had the opportunity to update their skills to keep up with rapid technological advancement. Title V provides job-readiness training to these workers: developing, updating,

or brushing up on the required skills. The termination of Title V will virtually eliminate such training opportunities for older people as well as the jobs which are so vital to their economic well being.

Title V not only benefits older workers. It also serves the community through the services provided by Title V workers at social agencies, day care and mental health centers, hospitals and a host of other settings. Most importantly they serve the frail elderly in the community who require some assistance to remain at home. Of the approximately 700 men and women currently providing services in various community programs, 75 percent are serving their peers. They are working in home care programs, nutrition and senior centers, outreach and referral sites and other elderly services.

In New York City, 37,000 hours annually of light housekeeping, shopping and escort services to frail elderly in their own homes are provided by Title V workers. Well over 100 frail elderly would have to be told we could no longer provide services to them, if Title V were to be eliminated.

In addition, Title V workers provide 143,00 hours of meals preparation, serving and delivery for both congregate and home delivered meals recipients. The availability of 60,000 meals a year would be jeopardized if Title V were to be terminated.

Title V workers also provide 172,000 hours to older clients by giving assistance with entitlements, outreach and referral. Eliminating Title V would also mean the immediate closing of two programs staffed almost completely by Title V workers, and the severe curtailment of countless others.

Title V workers provide 106,000 hours to recreation and senior centers helping to organize and carry out a wide variety of educational and cultural activities. Title V workers also help other older people get jobs through Project Renew.

The experience of administering Title V and other older worker employment programs has highlighted the fact that special assistance and targeted services for the older job seeker are seriously inadequate. Reasons for this inadequacy range from a general insensitivity of existing employment agencies to lack of trained personnel to provide direct services to older applicants.

Therefore, the Department initiated Project Renew, a program which has placed a dozen Title V workers in New York State Job Service offices throughout New York City to advise and counsel older job seekers. The Title V workers received intensive training from the New York State Job Service to function as "older worker specialists". Their purpose is to place older workers in unsubsidized positions as these become available. Reports from several supervisors of Renew workers indicate that these older workers are out producing many of their younger, more experienced coworkers.

Elimination of these 700 Title V positions would deprive tens of thousands of older people of needed services. These losses would further compound the impact on elderly service programs of the elimination of CETA and JOP employment programs as well as the budget cuts already made by the Reagan Administration.

Title V, in fact, has yet an additional benefit. It has made it possible for the Department for the Aging to dramatically expand its efforts to develop unsubsidized employment opportunities for older workers.

We have been able to identify specific labor shortage areas which people over 55 years of age can appropriately fill. Through the Title V Program we inform older workers about job opportunities, assess skills, provide job readiness and training and transfer them over into unsubsidized employment.

More and more the business community has come to recognize that many positions, especially those with no long-term career potential, are appropriate for part-time workers. These are the very kinds of jobs most older workers are looking for. Thus, the Department through its experience with older worker programs has been seen as a resource by the business community in finding workers for these jobs. This has led to the development of a number of activities related to expanding job opportunities for older people in the private sector.

This past year the Senior Employment Advisory Council, comprised of high level executives from such firms as Bloomingdales, Citibank, Bankers Trust, the New York Chamber of Commerce, WNBC-TV, Phillip Morris, Inc., The New York Board of Trade, The American Express Company and the Equitable Life Assurance Society put special emphasis on developing and identifying job opportunities for older workers in the private sector.

Also, during this past year under the aegis of the Council an "Ability is Ageless" Job Fair was developed in cooperation with the New York City Chamber of Commerce and Industry, WNBC-TV and the Department for the Aging. Representatives from a total of 55 banking, insurance, retail and other firms paid $150 each to exhibit at the Fair and over 3,000 Title V and other older job seekers attended. The

goal of the Fair was to provide an opportunity for older workers and potential employers to meet and informally discuss mutual needs and share information. However, there was an unprecedented on-site placement rate of over 3 percent and subsequently an additional 5 percent of attendees were interviewed by the participating exhibitors. Employer representatives indicated that they rarely meet so many viable employment candidates in so brief a period of time. The Fair is expected to become a regular event.

Private sector leadership has highlighted the fact that despite older workers' numbers and their ability and willingness to work, thousands of private sector jobs go unfilled every year. Temporary agencies report a chronic undersupply of applicants for certain positions. Skilled secretaries are one such area.

Under the sponsorship of the Private Industry Council and the New York Foundation for Senior Citizens, two New York City secretarial schools have instituted four month training programs for mature workers with the goal of developing skill levels to meet the labor market demand.

A second area of labor shortage appropriate for mature workers has been identified by the banking community. Through the Department's efforts, Citibank and Manufacturers Hanover have indicated willingness to provide training and jobs for bank teller positions. Title X and Title V workers who already possess job readiness and transferrable skills as a result of their work experience will be selected for the training.

Other such efforts are being explored. The Area Agency is being looked to as the appropriate agency to coordinate the assessment, screening, orientation and pretraining of older persons required to insure the successful implementation of these kinds of programs.

If we had not had targeted employment programs for the elderly, especially Title V, it would not have been possible to provide the expertise, manpower and credibility so critical to developing and implementing private sector initiatives.

The overall benefits of the Title V program, however, do not show the more personal value of the program to older people. Their experiences provide "heart" to this program description.

Let me share three stories with you:

Mrs. Soldo is like thousands of women who find themselves widowed with a long absence from the job market, limited income and no marketable skills. She came to the United States three years ago and a short time after her arrival her husband passed away. The prospect of seeking and securing employment overwhelmed her but through the efforts of the Title V staff, she was placed at a senior citizen nutrition center and serves the program by doing clerical tasks, working in its garden and leading a sewing class. With appropriate training she has been able to develop previously unrecognized skills and adapt to her personal situation and new job. In addition to increased financial security her employment has afforded her the opportunity to become more active, resist depression and develop a network of new contacts.

Many of the Title V workers face difficulty in obtaining employment due to increasing age and outmoded skills, placing them in the category of "discouraged worker". Ms. Clark is one of these—a 67 year old women who had been a prominent photographer with her work appearing in Life, Vogue and other popular magazines. As time passed her contacts in her field diminished and she did not have skills needed to keep up with the advancements and technology of the photography industry.

Title V was successful in placing Ms. Clark in a work setting which her supervisor described as a "perfect match between skill level and employment demands". She works in the art gallery of a local University and is involved in liaison work with senior centers, setting up trips and conducting guided tours at the gallery. Furthermore, she has been able to make contacts with influential members of the art community and has had several exhibitions of her photographs at the gallery.

Still another example is Mr. Perez. As is the case with many older workers, he had been employed as a factory worker for his entire work history. Forced to retire, he found no market for his skills and the opportunity to develop new skills or a second career at his age did not seem realistic.

However, he found his income insufficient and re-entry into the job market became a necessity. Title V provided the opportunity for him to develop new skills based on his bilingual abilities. He was placed with a social agency in a predominantly Hispanic community where he wrote letters in Spanish, acted as interpreter/translator, provided escort services for the frail elderly to hospitals and clinics, and shopped for the elderly shut-ins. Mr. Perez was totally dedicated to his new career and clients. After additional training his responsibilities were expanded to include

93-582 O - 82 - 8

counseling, information and referral and client followup. He continues to use all of his acquired skills as a competent Information and Referral Service Aide until his final illness forced his resignation.

Multiply these three people by 54,000 in this nation who have been the beneficiaries of this cost-effective program and you will begin to have some idea of the important impact of the Title V program.

And yet—despite its clear benefits to the public and private sector as well as to older people themselves—despite its reauthorization by Congress and the President—Title V as we know it is scheduled for elimination.

Instead of Title V, the Administration proposes to include older workers in a block grant with seven other groups, with no specific provision for continuance of targeting to older workers and funded for a total of only $180 million dollars. This is no real program for any of the groups. To assume this block grant can replace the Title V and other targeted worker programs is false. Moreover, it is unfair too, in effect place each group in competition with one another when all those involved have a legitimate and well-documented need for work opportunities.

The Title V Program is the last federal employment program directed to low-income older people in the country. Less than a year ago, in New York City, 800 older people lost jobs when CETA was eliminated. Within the same year another 800 older workers became unemployed with the demise of the Title X Job Opportunity Program (and the number would have been much greater if the City had not picked up some of the positions). Now we face the need to begin planning to end gainful employment for another 700 men and women if the President's proposal prevails.

Coming as it does hard on the heels of the loss of these two other important training and employment programs for older people, the elimination of the Title V program will be a disastrous loss—for the low-income elderly who need training and jobs; for the hundreds of thousands of people nationwide who are the beneficiaries of the services rendered by Title V workers; and for private sector initiatives which the Administration is fostering.

Congress has demonstrated, with bipartisan support, its recognition of the values of the Title V program not only by including it in the reauthorization of the Older Americans Act but by using very specific language to assure that there would be sufficient funding to maintain the program at its present levels over the next three years.

Congresswoman Ferraro, we look to you and your colleagues here today to help guarantee that the original Congressional intent is carried out, that Title V remains intact in the years ahead.

Ms. FERRARO. I want to thank you, Commissioner Sainer, for your rather complete testimony. I do have a few questions. You have spoken rather completely on the effect the reduction of these jobs will have on the services the community, and the income of those individuals who are involved, the 700 individuals. Can you talk to us a little bit about what effect having a job has on the emotional side of the person who is the recipient of the job? Mrs. Clark, Mr. Soldo. What was their reaction, personally? I mean, how did it benefit, if it did benefit, the human being? Because I think we are leaving the human being out of it.

Ms. SAINER. Actually, the part I omitted spoke to these kinds of issues, but I think it is a very critical issue. You and I know that when people face the loss of jobs they face a loss of more than the job, more than the income. They face the loss of self-respect, self-esteem, a whole sense of belonging to anything and to anybody. And I think what we have done through the title V employment program is to maintain that sense of dignity that older people need to maintain, as well as skills and utilizing them. When they go for jobs and are turned down, and they become depressed, they become isolated, they become fearful, and there is no motivation any longer to do what they need to do.

I must tell you in the case of Ms. Clark, she had become almost a bag lady in her appearance, in her attitude, in her outlook. And

the fact that she is able now to be working in the art museum of one of the educational institutions and is able to use some of her skills, is most important. Moreover, they were even able to have her put on an art exhibit of some of her works, which gave her a sense of her contribution as a person. I use this as just one example.

It is tremendously important for older people to have a sense of worth. And the loss of job usually spells a loss of self-worth.

Ms. FERRARO. I think that is as equally important at this point. I believe that as people get older they should not be forced to lose their sense of dignity. And I think that that is what this administration is doing in an attempt to cut back on so many of the programs.

Let me just ask you for a few details on how the New York City Department of Aging is working with this title V program. What groups, specifically within the city, are employing title V workers?

Ms. SAINER. I want to introduce Bob Heisler, who is the director of our employment programs here at the department. I think he can give you a very concrete response to that question.

Bob Heisler, director of employment programs for the department for the aging.

Mr. HEISLER. There are probably no organizations in the city working in the aging services that do not have some relationship as employers of title V workers. The majority of senior centers throughout the city are worksites for title V workers, home care centers that are funded by III-B funds and other Older Americans Act funds are sites for title V workers, as well as a good number of museums and cultural institutions. Title V workers work in minority communities, as well as other communities, they are very broadly spread throughout the city of New York, by agencies and geographically.

Ms. FERRARO. Now, you said, Commissioner, that if this were eliminated, the CETA program, you could not, the city could not replace those workers.

Ms. SAINER. No.

Ms. FERRARO. The title X program, they were able to replace approximately 700. I believe that was the number that you gave.

If title V is eliminated, of the 700 people, how many, if any, will the Department of Aging in New York City be able to fund?

Ms. SAINER. I do not think we will be able to pick up any more. The mayor made a very firm commitment in terms of the first round of budget cuts to insure that the senior centers would not be closed. And when he made that commitment, he made it with the assumption of one round of cuts, but not with any understanding of the magnitude of the cuts that were coming in the second round for the 1983 fiscal year.

Ms. FERRARO. My next question is, if these jobs are eliminated, will any centers be closed?

Ms. SAINER. They very well might, yes.

Ms. FERRARO. Do you have any idea of the numbers?

Ms. SAINER. I would say it is the extent of the combination of cuts that will determine the numbers. It is the combination of the loss of the title V funds, plus what we have already lost in title X. And then add to that the President's new 1983 fiscal recommenda-

tions where there is a cut of 27 percent just from the current operating budget that came from the Older Americans Act.

Ms. FERRARO. So this is the straw that will break the camel's back.

Ms. SAINER. This will be the straw when you combine the various titles. And I will be glad to give you, for the record, some of our figures on the impact of the budget cuts, which we just put together last week. It comes to a total of 27.5 percent cut from the 1981 year, which is the year that we are currently operating on.

So therefore, the expectation that the city will be able to pick up these cuts, when you combine it with other services for other groups across the city, is more than we can ask the city to do and more than the city will be able to do. I think it is very serious and very critical.

Incidentally, when Bob spoke about title V and the minority communities, one of the programs that would practically go down the drain is the minority enhancement program where we are using title V workers in various target areas of the city where minority elderly are not the dominant community, particularly in Queens and in Brooklyn. There we have circuit rider bilingual title V workers who go out and help people with entitlements and helping fill out their forms. That kind of program would have to be eliminated.

I mention that because Queens and Brooklyn, particularly, have been notable for not having adequate linkage for those nondominant minority community elderly to get the services they need.

Ms. FERRARO. Bob, do you want to add something?

Mr. HEISLER. I just wanted to point out one thing, as well. In any of the pickups that the city has been able to do with the loss of title X funding, that has been extremely helpful in saving some of the services that would be lost. But in no case was there any guarantee that older workers would be the recipients of jobs in those cases. In other words, these other jobs would become competitive positions and older workers, as they are able to fill them, would have those positions. As a categorical employment program, the city is not able to pick up that kind of cetegorical employment initiative. They are able to pick up service programs, but we have to see that older workers need some special categorical help in terms of employment needs.

Ms. FERRARO. Let me just ask one other short question in the interest of time. You have mentioned job training. And I happen to think that that is really the essential element in the program, as well. Are there any other job training programs or job placement programs that you know of for the elderly? And you know, that is saying that it is difficult for elderly to get jobs. We all know that age discrimination is a violation of the law, but it exists. It exists and we have to be realistic about it. Do you know of any other programs that exist for job training like this or job placement?

Ms. SAINER. No, there is none that is special, specific, and targeted for the elderly. I think most of them have come with the seed money or incentive, if not the entire subsidization of the Federal dollar. So that the abrogation of a Federal responsibility for older worker employment opportunities at a time when these people could really be transferred over into a much more costly public as-

sistance support, is something that I think has not been highlighted adequately. There is nothing that I know of, that is currently in place, except maybe an individual small demonstration project. But it is certainly not a national program or a city program or a State program which would replace this in any way.

Ms. FERRARO. As a matter of fact, there is a targeted jobs credit section to the Internal Revenue Code which would allow a job credit of $3,000 the first year and $1,500 the second year for certain categories of individuals. Again, Vietnam veterans, certain individuals.

Ms. SAINER. Not for the older worker.

Ms. FERRARO. But they are not included in that specific one.

Ms. SAINER. Right. Even one that is proposed to replace title V just lists older people in the general category of many other needy people, migrant workers, farmworkers, and others who have lost jobs. Well, we all know all of them have needs and we don't want to compete with one or the other. But I think the need for this program is critical. I also think it has demonstrated that it has been a very substantive program. There has not been a fraud identification in any way. There has not been any questions about its integrity as a worthwhile program, both for those who are the recipients of these funds, as well as for those who are the beneficiaries of the services provided.

Ms. FERRARO. Thank you, Commissioner.

Congressman Biaggi?

Mr. BIAGGI. Thank you. Last note. There is no question of the integrity of the program. In truth, Commissioner, in all of our experience under the present administration, especially with relation to Mr. Stockman's testimony and the members of the Cabinet have testified before the respective committees, the merit of the programs is never an issue.

Ms. SAINER. Right.

Mr. BIAGGI. Never an issue. It is just a question of prioritizing the administration's objectives and that is to cut Federal spending. So we can make all the arguments and make the case time and time again. Merit has no place.

You make reference to the minorities and clearly the minorities are inflicted with a double jeopardy. And study after study indicates that. To be old and to be a minority makes it extremely difficult to obtain employment. So that problem is rather acute.

Your opening remarks with relation to the President signing a bill on the Older Americans Act on December 12. I am sure you know I am the ranking New York member on the Education and Labor Committee and out of that committee comes the Older Americans Act. And I have been the chief architect of most of those provisions for a number of years now.

Now, on December 12 he signed the bill. When the President signs a bill it is fair to assume that he approves of each provision or the major thrust of the bill. Yet shortly thereafter we are looking at a proposal that would effectively terminate title V.

Now, clearly one would have to give some thought to those two actions. Whether it is a question of good faith or whether it is a question of bargaining or leverage for a concession process to take place. Or was it just plain bad faith? I can tell you that the Older

Americans Act, if funded to the level of its authorization and its provisions, had two major achievements. One has extended the act for 3 years. And two, it provided for a 14-percent increase, not a decrease, a 14-percent increase. And even more significantly, no one opposed the legislation. In the Education and Labor Committee this is a strictly bipartisan effort. Not one opposed it. It was virtually unanimous. And when it arrived on the respective floors of Congress, it passed, and again, virtually unanimous, with minimum opposition.

So why I bring this fact out is that I believe that at least with relation to title V, we will be able to muster a bipartisan effort to modify the President's proposal in this regard. I mean, the arguments for it are so strong, so certain, so compulsive, and so human, that it would be difficult for any Member of Congress to vote against an effort to restore it. And I just tell you that and I tell the audience that.

You know, it is one thing to be beguiling, as Carol Bellamy said, "He is beguiling, he is different than Herbert Hoover." With Herbert Hoover, what you saw is what you got. This fellow is different. He is beguiling. He is charming. He delivers a tremendous speech, but after all is said and done, he is there with the surgeon's scalpel. And there are cuts all over the place. And he professes to be an advocate of the needy.

Now, I believe he is our President and I believe he should be given an opportunity to turn this country around. And I am not pertinacious in my approach. I have supported him when he is right, when I feel he is right. And I am critical when I think he is wrong. I think very strongly in this area, he is dead wrong. And I am hoping that with all of us working together—I do not mean just you and I—because I know where you are and you know where we are. But I mean a total effort on a nationwide basis that we would be able to restore, at least restore these funds. There are many other areas that need restoration and situations that have equal merit. But this is so callous and so cruel, that it stuns me.

And I will thank you, Commissioner, for your testimony.

Ms. SAINER. Thank you for the opportunity.

Ms. FERRARO. Our next witness is no stranger to this center. He is your very capable assemblyman, Denis Butler, chairman of the New York State Assembly Aging Committee. We are delighted the assemblyman was able to make it. He was supposed to leave for Albany on an earlier plane. He is going to make the 11:15. We promised we would get him out and over to the airport.

Thank you very much for appearing today.

STATEMENT OF DENIS BUTLER, ASSEMBLYMAN, STATE OF NEW YORK

Mr. BUTLER. Thank you very much, Congresswoman Ferraro.

Congresswoman Geraldine Ferraro, Congressman Mario Biaggi. My congratulations to you, Congresswoman Ferraro, for having this public hearing of such magnitude to so many, and my thanks for inviting me to testify. And I also approve heartedly of the site that you have chosen here in this great city's citizen center.

"The test of our progress is not whether we add more to the abundance of those who have much. It is whether we provide enough for those who have little."

These were the words of Franklin Delano Roosevelt who was President of the United States during its greatest economic crisis. He responded to that crisis by innovatively initiating programs which would provide jobs, reasoning, that this was critical to the economic lifestream of the country. Today the subject of your hearing is counter to the rationale of F.D.R. It deals with the Reagan proposal to eliminate title V of the Older Americans Act. I believe that this would prove devastating to older Americans throughout the land.

There are substantial numbers of seniors who choose to work part time. There are others who, because of the ravages of inflation, need to work part time. The effect of this Presidential policy would be to considerably lessen the opportunity to fulfill this choice or to meet this need.

In New York State we have already suffered a loss of 4 to 6 percent in the current title V budget which represents somewhere between 160 to 240 such positions. However, this proposal to completely eliminate the part-time community service program for senior citizens will phase out 4,028 jobs in this State. New York City will lose 967 jobs and Queens County 119.

One of the priorities of the New York State Assembly during the 1981 session was to expand employment opportunities for older persons. I had the privilege of being a prime sponsor of assembly bill 7825-A, which became chapter 993 of the laws of 1981. And this bill was initiated by our committee. This bill provides for the creation of pilot projects in three areas of the State to develop jobs suited to the older worker which, at the same time, are attractive to employers. It seems to me that the administration in Washington is moving in the opposite direction. It is restricting rather than expanding this job potential.

Programs such as the Foster Grandparent program, community services for the elderly and recreation for the elderly will not be affected by the elimination of these title V moneys, since they are State funded. But this policy, if enacted, will cost $20.5 million from the Federal Government, $4.9 million of which are administered by the State. Since the State also gives 10 percent in matching funds, we will lose another $2 million plus in moneys.

New York State is making a considerable effort to fulfill its obligations to our senior citizens. And as chairman of the Assembly Subcommittee on the Special Problems of the Aging, I believe I have been able to act as a catalyst in this regard. However, given the effects of Reaganomics on the State and city budgets, and the vying for available dollars which is taking place, I think it is unrealistic to feel that the State can fill the void created by the apathy of the Reagan administration.

Statewide there will be 4,028 jobs lost, and 75 percent of these losses will affect senior citizen services. Is this the safety net the President spoke of?

There is no true freedom where there is no true opportunity. This proposal to eliminate title V of the Older Americans Act will

limit job opportunities nationwide for some 54,000 individuals and hence, limit their true freedom.

Another President, John F. Kennedy, once said:

> I believe in an American where one's later years in life are the best years—where doors are not automatically shut in their faces by any employer, including the Federal Government. For in these crucial years, we need their wisdom and counsel.

Today, more than ever, we need the wisdom and counsel of those who made this Nation great.

I vehemently oppose this proposal by the Reagan administration and urge you, Congresswoman Ferraro and Congressman Biaggi, to do everything in your power to defeat it. Thank you.

Ms. FERRARO. Thank you very much, Assemblyman Butler. We are fully aware of just the leadership position that you have taken in Albany with reference to the problems of the aging, and certainly congratulate you for that.

I just have one question and that is a very practical question. We just heard Janet Sainer talk about the fact that New York City would be unable to pick up the moneys for these jobs. Do you think any money could be forthcoming out of the State to pick up any of these programs?

Mr. BUTLER. I feel that we make every effort possible. But as I said in my prepared text, I think I would be foolhardy to try to promise anything, because we have so many groups pressing in on us now because of the effects of the Federal budget, that I think to make a commitment like that would be wrong. We certainly would like to do everything possible. The State is continuing so many of the other programs. It has added substantially more money to the Community Services Act, as I indicated in the speech. There are State funded programs that will not be affected. But other programs, the programs to provide the 4,000-plus jobs, will be dramatically affected.

And at this particular point, I think it would be a mistake to say that the State would make the commitment to pick up these jobs. I would like to be able to say that it would, but I am afraid that I cannot.

Ms. FERRARO. We can appreciate that, knowing that we do not know exactly what moneys are going to be coming in. And so, I am assuming the State is in the same position, not knowing how much they are going to be receiving.

I want to thank you for your testimony, and Congressman Biaggi, in the interest in time, one more quickly.

Mr. BIAGGI. I have no questions. I would like to make a comment. I respect your very responsible response to that question. I also am comforted by the knowledge that you are so deeply involved with the problems of the aging. Because I know of your commitment and, even more importantly, of competence in these areas. And I know if any money is available, you will see that it is channeled in this direction.

Mr. BUTLER. Thank you very much.

Ms. FERRARO. Our next witness does not need an introduction. She is your director, Janet Kennedy. We are delighted to have two directors to testify today, because this center, in particular, is one of the centers that does have title V workers and we would like to

know what the effects of elimination of those jobs would be. So, Janet, if you will take the table.

Janet, you can proceed any way you want. Either by reading your prepared text or, if you prefer, you can summarize it and we will make it part of the record. Anyway you want.

STATEMENT OF JANET KENNEDY, DIRECTOR, ASTORIA SENIOR CITIZEN CENTER; AFFILIATED WITH CATHOLIC CHARITIES, DIOCESE OF BROOKLYN

Ms. KENNEDY. Thank you, Congresswoman Geraldine Ferraro, Congressman Mario Biaggi, the representatives in Queens and New York City, and ladies and gentlemen. My name is Janet Kennedy. I am the director at the Astoria Community Senior Center, sponsored by Catholic Charities and funded by the Human Resources Administration for our title XX package, and the New York City Department for the Aging for our community services for the elderly program.

We are currently mandated to serve 225 congregate meals per day and 50 homebound meals. Ten of the homebound meals are provided through our title XX package and 40 homebound meals are provided through our Community Services for the Elderly Act. We also provide information and referral, advocacy, socialization and recreational opportunities, and other direct social services to the seniors.

Title V workers are of significant importance to senior citizen centers. They work as cook's aides in the nutrition component of the program. They provide needed bookkeeping and clerical assistance. They assist in the provision of information and referral services and assist in assessments of homebound meals. Some even do the maintenance work and drive the vehicles to deliver meals to the homebound. In short, title V workers are an invaluable support to the senior centers whose staffs have been cut from year to year. It is safe to say that without them, the services provided in a senior center would be severely curtailed and, in some instances, completely eliminated.

Many programs affiliated with Catholic Charities rely heavily on the services of title V workers. These include not only senior citizen centers, but also homecare programs, human service centers, and social service programs for the elderly. We are attaching an appendix which lists the title V workers currently employed in our agency, which involves 15 other sites, and approximately 34 title V workers, along with the description of their duties so that you can see clearly the serious impact which the loss of title V would have on Catholic Charities' services to the elderly.

The title V program has had a significant impact on the older workers themselves. First, the income it provides enables them to live in dignity. It enables them to make a contribution to their communities, rather than be a recipient of services. It enhances their self worth and alleviates the problems of role loss that affects so many of them.

The proposal to block grant this program with other special target groups, such as migrant workers, Indians, and displaced homemakers, will render ineffective each of these programs be-

cause the basic cause of unemployment differs so significantly for each group.

In addition, any possibility of retaining specialists to address the needs of each of the groups within the block is highly questionable because of the large decrease in the proposed funding. Employment opportunities for each group would be severely jeopardized by these proposed cuts. We know, too, from experience with programs which purport to serve all age groups and/or different categories of needy people, that the elderly generally do not receive their fair share. There is no reason to think that an employment program which relates to many different needy groups would be any different.

We urge your every effort to preserve the title V employment program.

I would like to take this opportunity, again, to thank Congresswoman Geraldine Ferraro for calling this title V meeting. And again, to our political leaders in Queens, to thank them for the incredible support on behalf of our elderly. It is a privilege to have this meeting at the Center today. Thank you.

[Appendix to Janet Kennedy's prepared statement follows:]

APPENDIX TO JANET KENNEDY'S PREPARED STATEMENT

ASTORIA/LONG ISLAND CITY HUMAN SERVICE CENTER, 10-15 49TH AVENUE, ASTORIA, N.Y. 11101

Provides information and referral, advocacy and counselling to all ages.

Title V employees: One social service aide—provides information and referral and advocacy to the elderly clients of this program.

Loss would eliminate this special program for elderly.

ST. JOHN'S HUMAN SERVICE CENTER, 75 LEWIS AVENUE, BROOKLYN, N.Y. 11206

Provides information and referral, advocacy, and counselling to all age groups.

Title V employees: One social service aide—organized and leads a socialization group for very frail elderly.

One housekeeper—provides emergency housekeeping services.

Loss would completely eliminate the top two programs.

BUSHWICK HUMAN SERVICE CENTER, 144 BLEECKER STREET, BROOKLYN, N.Y. 11221

Provides information and referral, advocacy, and social services to all ages.

Title V employees: One youth counsellor; one maintenance worker; and one escort.

Loss would eliminate escort program and after-school program for youth; center would not be adequately maintained.

CROWN HEIGHTS HUMAN SERVICE CENTER, 730 CLASSON AVENUE, BROOKLYN, N.Y. 11238

Provides information and referral, advocacy, and social services to all ages.

Title V employee: One receptionist.

Loss would mean that professional staff would have to be assigned to act as receptionist, thus reducing direct service hours.

GLENDALE HUMAN SERVICE CENTER, 67-29 MYRTLE AVENUE, GLENDALE, N.Y. 11385

Provides information and referral and social services to all age groups.

Title V employee: One secretary for youth program—handles all scheduling of sports and other activities, processes all reports.

Loss would mean that professional staff would have to supplement this work, thus reducing direct service hours.

JAMAICA PREVENTION PROGRAM, 120-09 141ST AVENUE, SOUTH OZONE PARK, N.Y. 11436

Provides services to youth, but is a highly visible component in community, so receives many requests for information from senior citizens and their families.

Title V employee: One social service aide—provides all information and referral services to seniors.
Loss would mean that service to seniors would be eliminated.

PIERREPONT HOUSE FOR THE ELDERLY, 55 PIERREPONT STREET, BROOKLYN, N.Y. 11201

A unit apartment dwelling for the elderly and disabled.
Title V employee: One clerk—performs secretarial duties for housing manager.
Loss would mean that manager would be required to do all clerical tasks or attempt to secure volunteers.

ST. MARY'S SENIOR CENTER, 10-15 49TH AVENUE, ASTORIA, N.Y. 11101

Provides 161 congregate meals per day; 19 home-delivered meals.
Title V employees: One homebound meals coordinator; one clerk, social service aide.
Loss would mean that homebound meals program would have to be reduced, and that number of meals delivered would have to be reduced in order to hire a replacement to do assessments.

WOODSIDE SENIOR ASSISTANCE CENTER, 55-11 QUEENS BOULEVARD, WOODSIDE, N.Y. 11377

Provides information and referral, advocacy, mental health services, and home care to the elderly.
Title V employees: One clerk/receptionist; one information and referral aide; one statistics clerk for aging program; one statistics clerk for mental health program (for billing purposes); one clerk (fully responsible for maintaining charts and medication records for mental health clients); one employment counsellor for the elderly; and one transportation coordinator—recruits volunteer drivers and schedules trips.
This program relies heavily on Title V workers for support services; loss would mean that professional staff providing direct service would be eliminated in order to hire replacements for Title V.

ASTORIA SENIOR CITIZEN CENTER, 23-56 BROADWAY, ASTORIA, N.Y. 11106

Provides congregate meals, recreation, education, socialization and social services to 200 seniors.
Title V employee: One social service aide—coordinates crime victims program and performs in-take.
Loss would mean director would have to assign duties to already overburdened staff or attempt to secure volunteers.

ST. CHARLES SENIOR CITIZEN CENTER, 55 PIERREPONT STREET, BROOKLYN, N.Y. 11201

Provides 200 congregate meals per day; 55 home-delivered meals.
Title V employees: One information and referral aide; one clerk/typist; one maintenance worker; one cook's aide; and one social service aide.
This program funds only a director, group worker and cook; Title V workers provide all of the necessary support work. Loss would greatly curtail the program.

ST. LOUIS SENIOR CITIZENS CENTER, 839 ST. MARKS AVENUE, BROOKLYN, N.Y. 11213

Provides 95 congregate meals.
Title V employees: One cook's aide; one bookkeeper; one maintenance worker; and one driver—drives handicapped people to center.
Impact—administrative functions would be severely interrupted; Program for 6 to 10 handicapped clients per week would be curtailed.

RICHMOND HILL/WOODHAVEN SENIOR ASSISTANCE CENTER, 87-04 88TH AVENUE, WOODHAVEN, N.Y. 11421

Multipurpose program providing congregate meals, home-delivered meals, information and referral, home care.
Title V Employees: One assistant to site manager of senior center—provides information and referral, assists with advocacy; fully handles secretarial duties. Impact of loss—This worker is the only staff available except for the site manager.
One clerk-typist, home care program—does all typing of case records. Impact of loss—professional staff would be forced to type all records; thus taking time from direct service. Anticipated reduction of 50 clients per year, plus a much less efficient program.

One housekeeper, home care program—provides 15 hours of housekeeping per week; sees 9–10 clients weekly.

One custodian—performs maintenance job for one senior citizen center; Impact of loss—work would be done on an extremely limited basis by another worker from a different site.

SHEEPSHEAD BAY HOME CARE PROGRAM, 2104 HOMECREST AVENUE, BROOKLYN, N.Y. 11229

Provides home-delivered meals to seniors.

Title V employees: One program aide—telephone reassurance, provides information and referral, entitlement counselling, assists with secretarial duties. Program has only a secretary as support staff. Loss would impact directly on 80 clients per year.

One program aide—telephone reassurance, visiting of homebound clients; loss would eliminate potential of performing this life-enriching service.

Ms. FERRARO. Janet, if you would just give us all an opportunity to make comment on your testimony and to ask a few questions.

I must say that, with reference to this appendix attached, it is rather devastating. To see that Astoria, Long Island City Human Service Center would be eliminated. The program there would be eliminated if this title V program ends. At St. John's Human Service Center. It is a program, again, for counseling and advocacy that program would be eliminated. At Bushwick Human Service Center, where they have title V employees giving, again, referral and information and social services to all ages. That would be eliminated. Crown Heights Human Service Center, the loss would mean reducing direct service hours. Glendale Human Service Center, the loss would mean reducing direct service hours. Ozone Park, South Ozone Park. The loss would mean service to seniors would be eliminated. You go on and on and on. So that you have either an elimination of a program or a very severe reduction in services. That is rather devastating.

Do you mean to tell me you cannot pick this up at all? That the Catholic Charities cannot pick it up somehow?

Ms. KENNEDY. We have already. This is just an indication. Because, as you know, the consequences of the CETA cuts this summer have already been devastating to Catholic Charities, programs. Our center alone, this summer, lost three CETA workers. And their prime purpose was to provide information and referral services to the frail elderly and housekeeping services, shopping, and escort. We lost three full-time workers, totaling 105 hours and totaling $35,000.

Ms. FERRARO. Who does their work?

Ms. KENNEDY. Well, we currently do not have anybody specifically doing their work. We have tried to create volunteers to subsidize. And we do have volunteers in the community helping us with the Meals on Wheels. We do have some volunteers providing housekeeping services. It is impossible to maintain levels of service on a volunteer level.

Ms. FERRARO. Talk to us a little about that, Janet, because the President has walked around saying "Well, this is the time of volunteerism. Let us get going and everybody contribute to their country." Talk to me a little bit about the difficulties in getting volunteers to replace the workers who are being eliminated.

Ms. KENNEDY. The difficulty. For example, our center right now, even with our three CETA workers. For our center to run the way

it is right now, I have a corps of 75 volunteers with commitment and agreements and assignments. And when they do not come in and do that specific assignment, they have substitutes ready. OK? That is within the center. We have then created a volunteer program to help with the Meals on Wheels. Now, for example, in the last month during the cold weather, a couple of days we were even calling the police department on how are we going to get the meals delivered. Which means that, we have frail elderly people. You know yourself what it is like on an icy day to go out. Imagine them walking 5 to 10 blocks to deliver a homebound meal. What happens and there was cases that if we cannot get staff to go out or if we cannot get support systems from the community, that means that frail elderly does not get a meal for the day.

And for the most part, we have done our service. And for our 60 homebound people, that is their meal for the day. They will eat peanut butter and toast or they might have a little tea in the morning. Most of them do not get out at all. And this is their major service.

So the cuts, the three CETA cuts, were absolutely devastating to us. Because a lot of the people—and we strive very hard to acknowledge their requests to stay in the community, to not be institutionalized. So in order for us to do that, the CETA workers, for example, go home, the combination of the homebound meal and the combination of the housekeeping services to let them maintain some dignity in their apartments without institutionalization is their request. And the ironic thing is, in all the studies that have been done, which I believe President Reagan has not really evaluated the devastating cuts. In essence, his cuts are going to be more costly to our Federal Government, to our expenses, than the services we were providing. We were providing it in the management program.

If you were a corporation and you were to look at the situation and say, "How am I going to save money and what am I going to do," as a manager of a corporation I would say, "Hey, we are going to keep these workers because, in essence, I am going to save myself money." The kind of decisions that are being made are not saving money. They are being more costly to the Government.

Ms. FERRARO. Explain that a little bit further. In what way?

Ms. KENNEDY. OK. Let me give you an example. Just take our CETA workers that were providing the housekeeping services and the information and referral services. For example, they would be the ones who would provide assistance for medicare, medicaid, SSI, and food stamps. With these programs, in essence, to those people who are not in the social service level, they look at those programs as being costly to the Government. In essence, if you were to do a cost-per-person per day in an institutionalization versus the cost-per-person per day for the services we were providing through our CETA workers. I cannot give you an exact amount. I would speculate that the percentage would be 50 or 75 percent more costly. Because all you have to do is look at your nursing institutions. The cost is so astronomical that it is frightening to most people to begin with. Plus the fact, most of our elderly, unless it is absolutely necessary, do not want to be subjected to that.

My purpose here, and the purpose of my staff and the purpose with the seniors who are helping us in every way they can, is to acknowledge, to allow them the dignity of staying in their homes and supporting them however we can. We see Reaganomics' decisions as being detrimental, whether it is the CETA workers, whether it is title V workers, whether it is food stamps, medicare. These are all programs that are supporting and, in essence, as I say "in a management corporate level," and I often wonder what the corporate presidents are looking at. They really know what is happening. Is it, in fact, saving? It is not saving. It is going to be far more costly and devastating.

Ms. FERRARO. Let me ask you about the title V workers who are working here now. First of all, do you see them as needing the money? And second, do you see them as being able to go out in the job market and get a different job?

Ms. KENNEDY. Let me tell you about one. OK? One is a member of the community. Some of the services she provides. She is what we call our offical junior program specialist. She is in charge. She is the official office receptionist. She has trained a committee of seniors and continues to train seniors for registrations. We have 4,010 registered members in our center. She supervises a very detailed forum and we do not have the staff to handle that. She supervises the seniors in that program. She is the supervisor of a telephone reassurance program. We received a $1,000 grant this year from CHASE, the last 2 years from CHASE. We created a committee to call our homebound daily, which is a check to let them know who is here. It is also a check to make sure they are OK. It has actually been a lifesaver for two of our people. She is in charge of that program.

When we lost our CETA workers, I went out to the local churches and asked representatives in the community to help us support the services. We had several young women volunteer. She is also in charge of this program. And she is also the one on the Meals on Wheels Committee.

We were cut back on our Meals on Wheels, as far as the delivery service. Our homebound driver can only deliver 40. We then determined we were not going to cut the others. We would serve them however we could and raise money and do whatever we could. We had to create a Meals on Wheels Committee to do that. She supervises that committee.

Ms. FERRARO. That means they walk to the house.

Ms. KENNEDY. They walk to the house. They come into the center, they go to the kitchen and get the meal and deliver it and come back here for lunch. But if they do not show up and we do not have a substitute, then she has to run around and find somebody, somehow to deliver it. Because at our staff meetings we have explained our purpose in opening each day. We have two goals. To serve our people in the center and get our meals served at home. And what we do after that, we do an awful lot here, but that is our priority each day. And she is the one in charge and she does such a fantastic job, I just cannot begin to tell you.

She is also in charge of all the transportation cards. You know, how the elderly and they get on a bus or whatever. She is in charge of supervising. That means she has to check to make sure

they are valid, to make sure they have the proper papers with them. She processes those applications. She supervises all the young people who come in and help during the summertime from many of the youth programs or any of the students that might come from any of the schools. She relates to the seniors. She has been here since the inception. And she is so valuable I have often said, "Well, if she goes, I will go."

Ms. FERRARO. All right. Now, if she were to go, if her job were eliminated, obviously it would be a tremendous loss to the center. What about the woman herself? Will she be able to go and get a job in the private sector? Will she move out of the community to do so? Obviously, this is very close to her home and is a place that she can walk to as well. Will she go out?

Ms. KENNEDY. That is very difficult to say, because this has been her support system and her lifeline. She is the supporting member of her family.

Ms. FERRARO. I really want to thank you for your testimony, Janet. That telephone reassurance program that you have going, in the center and that she is supervising. When you say that "It actually saved two lives." What happens in the Government, as you people know, is we take a look at figures and it is just dollar figures. The human element never comes through. I mean, how much is a life worth? And that CETA employee or the title V employee who, in effect, did save two lives. How much are those lives worth to us and to this administration?

I want to thank you, again, for your testimony and thank you for hosting this hearing.

Ms. KENNEDY. Thank you. Thank you very much.

Ms. FERRARO. Our next witness is Erica Crandall, who is the director of the Woodside senior assistance program. We want to welcome you, Ms. Crandall. You can proceed in any way you wish, either with your prepared testimony or, if you wish, you can summarize and it will be part of the record.

STATEMENT OF ERICA M. CRANDALL, PROGRAM DIRECTOR, WOODSIDE SENIOR ASSISTANCE PROGRAM, WOODSIDE, N.Y.

Ms. CRANDALL. Congresswoman Ferraro, I appreciate this opportunity to be able to address you on the very important issue of title V funding.

I am the program director for the Woodside senior assistance program, sponsored by Catholic Charities in Brooklyn and Queens. My program is a unique one that provides seniors with a comprehensive range of services, including social services, home care, case management, and a range of mental health programming.

Our varieties of fundings sources includes title IIIB of the Older Americans Act through the New York City Department for the Aging; funding through a contract with the New York City Department of Mental Health, Mental Retardation, and Alcoholism Services; and direct funding through the New York State Office of Mental Hygiene. Our target population are the poor, mentally and physically. They are frail elderly of Community Planning Districts 2 and 5. And we provide all of these services in the home, as well as at our center. We are the host for the New York City Depart-

ment for the Aging and the Human Resources Administration's Network Pilot project; Community Service Society's retired senior volunteer project for Queens; and the offices of Community Planning District 2.

What does all this have to do with title V? All of my clerical and support staff are title V workers, as well as some of my direct service staff. What do my six title V workers do? They run a senior employment service, recruit all their volunteers, run transportation services for the poor and disabled seniors who have no other way of getting to the doctor, the hospital, a senior center, et cetera. They help seniors who come into program with food stamps, half-fare cards, and a multitude of other problems. They answer the phones, greet the clients, and type all of the letters, reports, contracts, and other written material that my staff of 16 generate. Last, but certainly not least, they take on the burden of all the complex tasks related to statistical collection that go with my various contracts.

What would I do without my title V workers? I would have to eliminate direct service staff in order to be able to hire clerical and support staff. In graphic terms, this means that I would have to drastically reduce services to the poor, mentally and physically frail seniors that we now service, a group that is at present under served and under represented.

What has it meant for the title V worker to be a part of the Woodside senior assistance program? Most of my workers are widows and all are on limited incomes. Without their jobs, some of them would be on welfare or SSI, perhaps food stamps and medicaid as well. Some of them would need the assistance of a program like the one they used to work for. Because of their jobs, they are able to remain vital and active members of their community, productive and helpful to other seniors. My title V workers make another very valuable contribution to my program. Since they are all members of the community that we serve, and most are elderly, they help to make sure that my staff and I are firmly grounded in reality.

In summary, the end of title V funding would be a real threat to two groups that my program helps. My title V workers would say that the loss of their jobs would be a blow to their economic status and their physical and mental health. Most important, loss of their jobs would be a crippling blow to our program and thus, to the many truly needy and forgotten elderly that we serve.

Thank you.

Ms. FERRARO. Thank you very much. I just have one question and that is, with reference to your title V workers. They obviously need—your program would be devastated if they were eliminated. But in addition to that, you have indicated that many of them, if not all, would go on SSI, would require food stamps, subsidy, or some sort of other funding in order to keep them going. With those particular individuals, do you know, would they be able to go out into the work force and be able to get another job?

Ms. CRANDALL. That is a very good question and a tough one to answer. I would like to think the training they received with us and the experience they received with us would be very helpful in the private job market. I certainly think they are qualified to go

out and get jobs. Most of them at least. I think the problem will come with the job market. I think that the private sector is not really ready for the older worker, especially the worker who, say, is in their seventies. They may be very capable, but, in fact, might not even be able to get a job interview.

Ms. FERRARO. So that you are saying that without some sort of a job placement program to specifically place the elderly, that even if you eliminated the program—even though they are trained to do something else, they might not be able to get a job because there would be nobody to place them.

Ms. CRANDALL. Very definitely. That is one of the things we do with our title V workers. We have an employment program which works with local industry to get other seniors jobs. It is sort of ironic, because that would be eliminated if title V were to be eliminated.

Ms. FERRARO. So we are eliminating the job and we are eliminating the program that would place them into the private sector, so that they could still maintain their sense of dignity and economically keep themselves above board.

Ms. CRANDALL. Right.

Ms. FERRARO. I appreciate your testimony, Ms. Crandall. And hopefully, we will work to see that this program is preserved. Thank you very much.

Our next witness is Agnes Connelly from Woodside. Mrs. Connelly is a title V employee.

Is that correct, Mrs. Connelly?

Ms. CONNELLY. That is correct.

Ms. FERRARO. We are delighted to have you here. I guess one of the most important things about finding out if the program works is to talk to the people who are participating in the program. And so your testimony is particularly important and necessary today.

STATEMENT OF AGNES CONNELLY, SENIOR AIDE, WOODSIDE SENIOR ASSISTANCE PROGRAM, WOODSIDE, N.Y.

Ms. CONNELLY. All right. My name is Agnes Connelly. I am a title V worker at the Woodside senior assistance program, where I have worked since 1976. I am a 74-year-old widow. I have lived alone and I have lived in Woodside since I was 15 years old. I have a strong sense of pride in my neighborhood.

My work at the Woodside senior program is very important to me. Aside from the fact that my salary is very helpful, I feel a real sense of meaning that my work brings to me, because I know that what I do at the center is very important. I collect and report all the statistics that must be sent into the city and State each week and month. Whenever there is a city and State audit, I must be available. I also answer the phones and stay late as the receptionist when we have our evening mental health clinic. I realize that the work I do must be accurate, because we must show the Government what we do with the money that they give us. Without that money, we cannot help the seniors that are homebound and without any relatives or friends.

Let me give you an example of why I think our program is so important to the elderly in our area. We have a group activity pro-

gram 2 days a week for those seniors with real physical and emotional problems. These people do not go to senior centers or anywhere else, for that matter. I know that most of them would not go out at all or see or speak to another human being if we did not bring them into the center. I have seen these people who did not even care how they looked, or even whether they ate anything, start to fix themselves up and take an interest in each other.

If there were no title V workers at our program, this group could not exist. There would be no transportation system for them. No one to type letters or answer the phones. No one to take care of all the paperwork. I know that the other staff would try to do their best, but they would not be able to keep up most of the things we do for the seniors. There are six of us title V workers at Woodside. And I hope that we will all have the jobs next year for the sake of the elderly people we help.

Thank you.

Ms. FERRARO. Thank you. Mrs. Connelly, I want to thank you for your testimony. I have to tell you, I hope that when I am 74 I am able to work as hard as you are.

Can I just ask you a few questions and if they are embarrassing, just tell me you do not want to answer. OK?

Ms. CONNELLY. All right. Yes.

Ms. FERRARO. We are concerned about getting a record on how this program is important to the individuals who are participating themselves. We are aware, and the testimony has been rather complete from everybody so far today on just how important your work is to the center, to the community, and to this city. And that is from every level of government that we have heard from today. And I agree with you that it is an essential service that you perform in your job as a title V worker.

What I would like to speak to you a bit about is how important this job is to you, individually. Do you have any income besides social security?

Ms. CONNELLY. No.

Ms. FERRARO. That is your sole source of income. If this job were eliminated, would you have to apply for supplemental social security?

Ms. CONNELLY. Well, I do not know. I do have children, but they are married. I have four children who are married. None of them are living close to me. They are living in different States. And so, I guess I would have to depend on them, too.

Ms. FERRARO. It is either your children or the program.

Ms. CONNELLY. Yes, that is right.

Ms. FERRARO. Or a welfare program.

Ms. CONNELLY. Right.

Ms. FERRARO. And I know with children today, you people all have them, I have a mother and a mother-in-law. This economy is very different and difficult for them today. For them to make ends meet and for them to educate their children so that they can have better than their parents had. Just like I feel for mine.

Ms. CONNELLY. That is right.

Ms. FERRARO. So that it is a difficult situation to put the children in today. It is not an indication that we middle-aged people do not love our parents. We still do. And I understand your hesitancy, be-

cause it would be difficult for them, as well, to contribute more to your income. But if they could not continue to contribute, you would then have to go to welfare.

Let me ask you a question, Mrs. Connelly. How would you feel about doing that?

Ms. CONNELLY. I do not think I would care to do that. No, that would—I just cannot explain it. I really cannot.

Ms. FERRARO. I think you have explained it fine. I think there are a lot of people here who share a sense of pride, that you would not want to go on welfare.

Ms. CONNELLY. Right.

Ms. FERRARO. Let me just ask you, if this job were eliminated—and again, I can understand your concern about children and the pride that you have—would you attempt to get a job elsewhere? Do you think you could get one?

Ms. CONNELLY. I do not know how successful I would be.

Ms. FERRARO. Do you have any friends of your age who were able to go out and get a job at this time?

Ms. CONNELLY. No; none that I know of, no.

Ms. FERRARO. Let me ask you what skills you have picked up, if any, in the program. Or did you have those skills before you went?

Ms. CONNELLY. Well, no, I was trained to do the work. I do the statistics for the mental health and the human service workers.

Ms. FERRARO. And you were trained to do that?

Ms. CONNELLY. I was trained to do it when I went to work at the center first. I was trained in that. And I think my director feels that I do a pretty good job. She is a very smart lady and I think she would say that.

Ms. FERRARO. She was just here and she has already testified. And I think you do a pretty good job and I am extremely proud of you, I must say. Again, thank you for your testimony.

Ms. CONNELLY. Thank you.

Ms. FERRARO. Victoria Acosta is our next witness.

Mrs. Acosta, if you could proceed. We are delighted to have you here. You are also a title V worker, I understand. She has been a title V worker and is now working in the private sector, utilizing the skills that she learned as a title V worker. Marvelous. Would you talk to us, Mrs. Acosta?

STATEMENT OF VICTORIA ACOSTA, FORMER TITLE V EMPLOYEE

Mrs. ACOSTA. All right. There is a definite need for the title V worker that the Department of Aging employs that enables the low income older Americans to help themselves while helping others in their community. At the same time, persons 55 or older are asked to work 20 hours per week. They are paid on the average of $3.50 per hour. They work as paralegals, health aides, and as I have worked. I had worked as a barmaid for the past 15 years before 1972, when I had to go into the hospital. As a result, I was in and out of the hospital for the next 3 years. Needless to say, all my savings were gone and I had to go on welfare.

I was on welfare when I heard about the Department of Aging, title V program through my director, who was Mrs. Doris Mason of the Canaan Senior Center. She interviewed me and then sent me

to the Department of Aging, where Mrs. Samuels explained about the program. I worked at Canaan for 2 years. I knew nothing about office work. I learned to be a front office receptionist, interview clients, fill out applications for medicare, medicaid, half-fare, rent exemptions, section 8, food stamps, census-ship papers, and how to locate people's birth certificates from out of town, complaints for landlord/tenants, appear in court, appear in various offices to represent the clients and counsel, and advise clients of their rights, and refer them to the proper places to get help.

This is what advocacy and referral is all about in the community center. There is an opportunity to get a job in the private industry and a number of different jobs that you are trained to do. To teach and retrain an older American to still be useful to themselves and others and put them back to work. There was a report that one out of two private sector jobs was off limits for people over 55, and one out of four was not available to those over 45.

As a result of my training, I was promoted to work for the Cathedral of St. John's outreach program, which is in the private sector. I would not have gotten this job but for my experience and training in title V by the Canaan Senior Center. And I would probably still be supported only by welfare. I am proof of the effectiveness of this program and it should definitely be continued.

Ms. FERRARO. Mrs. Acosta, thank you very much for your testimony. Let me ask you a few questions.

Ms. ACOSTA. Surely.

Ms. FERRARO. And again, if they are embarrassing, you need not answer them.

First of all, could you tell us how old you are?

Ms. ACOSTA. I am 58.

Ms. FERRARO. And when you heard about the title V program, you said you were on welfare.

Ms. ACOSTA. Right.

Ms. FERRARO. What other benefits were you receiving besides welfare? You were also receiving food stamps?

Ms. ACOSTA. Food stamps and medicaid, because I had to have periodical checkups at the hospital.

Ms. FERRARO. Now, when you were on welfare and receiving food stamps and medicaid, did you enjoy being on welfare?

Ms. ACOSTA. No; I did not. It was the worst thing in the world.

Ms. FERRARO. It is. Go ahead.

Ms. ACOSTA. I would not want anyone to go through the runaround that they give you.

Ms. FERRARO. Tell me, working under the title V program, how did you feel about doing that as compared to being on welfare?

Ms. ACOSTA. Oh, I felt very good, because I felt, you know, that I was helping myself. Previous to being sick, I had never accepted any, you know, charity from anybody. I have always earned my own. And then, when I started to work the title V, I still had to get supplemental income from the welfare. And they still made me go to report at the unemployment office, as if I were not working. It was very debasing.

Ms. FERRARO. Let me ask you something. Had you tried to get work other than the title V?

Ms. ACOSTA. Yes; I had. Because of my age I could not get it and the experience that I had—I had been in as a barmaid and a manager—it was a completely different field. And for someone my age, there was no jobs available in that line.

Ms. FERRARO. So, age and your lack of training.

Ms. ACOSTA. Right.

Ms. FERRARO. All right. And now, you went to work as a title V worker, you were retained. How long have you been in the private sector?

Ms. ACOSTA. I started October 5, 1981.

Ms. FERRARO. Do you receive any supplemental income from welfare or anything else?

Ms. ACOSTA. No. No food stamps, no medicaid and, you know, completely off.

Ms. FERRARO. You are totally self-supporting.

Ms. ACOSTA. Right.

Ms. FERRARO. You are not costing the Government 1 penny.

Ms. ACOSTA. Not any more.

Ms. FERRARO. You are contributing tax money to the Government.

Ms. ACOSTA. Yes; I am.

Ms. FERRARO. I think the success of the program is very obvious just by you being here, and I really appreciate your coming today, Mrs. Acosta.

Ms. ACOSTA. Thank you.

Ms. FERRARO. Thank you very much.

Our next witness is Esther Travers. Good morning. You may proceed, Ms. Travers, in any way you so wish. Either with a prepared text or just to summarize it and it will be a part of the record. And that will be all right, as well.

Perhaps I should give the audience some sort of an idea of where we are going. We have two more witnesses after Ms. Travers. I can see that their statement are rather short. I would anticipate we would be finished here within the next 15 minutes.

Ms. TRAVERS.

STATEMENT OF ESTHER TRAVERS, PROJECT RENEW, TITLE V, NEW YORK CITY DEPARTMENT FOR THE AGING

Ms. TRAVERS. Congresswoman Ferraro, I would thank you for asking me to participate.

I think it was Queen Victoria that said, "We are not amused." I am not amused if President Reagan is considered to be beguiling. I am not beguiled and I do not know of anyone that is. Not in this room, anyway.

Ms. FERRARO. I would agree.

Ms. TRAVERS. The President's machete plan to decimate the Government's Human Services Administration wounds us deeply. Under title V I am a member of a team of placement socialists whose specific task it is to solicit jobs from industry and to place the older worker 55 and over in these jobs. I am here to add my protest to the elimination of title V, one of the President's victim programs.

Not to work, not having a job is unthinkable. Our need is to work, not to kill time, as it were, but an economic necessity. Unlike the three men portrayed in Thursday's New York Times, February 18, it is not a second career we are seeking to hold here, but paid work. Nonetheless, second careers are certainly a valid goal. Most of us cannot survive on our social security payments, especially those forced to retire at 62 with the added penalty of reduced benefits.

Martin Luther King said, "I have a dream." We stay alive and well according to our hopes, plans and dreams. That goes for all people, all ages. The President has a plan, a plan to annihilate hopes and our necessity to continue working for our survival. It will not be a dream come true, but more a nightmare. The rising costs of the basic and barest of necessities of living will be still out of sight, will be out of reach for us.

Just last year within the period of 4 months, two fuel pass-along charges were permanently passed onto the tenant's rent, plus an additional increase for gas conversion. This, by the city council, with no prior notice to the public.

What shall we do? Private employment agencies would rather that we did not surface, would rather sweep us under the job market rug when we do, rather than consider us as equal to our proven abilities and job experiences. And so would the private sector. There may be a sprinkle of golden exceptions to the rule. The New York Times this morning says that "There is an increase of dismissals or demotions based on age, have soared in the last 2 years. Age discrimination is rising even though it is illegal."

At this time it is not difficult for me to recall the year 1973 when, due to a financial crisis, my position ended at a local university where I held an administrative job. Then I was 60. Tomorrow is my 70th birthday.

Ms. FERRARO. Happy birthday.

Ms. TRAVERS. And from January 1980 to May 1981, when I was fortunate to be selected for the new program, Project Renew. At the time I came to the Department for the Aging of New York City, hoping for job information for the older worker, I was desperate. I needed to work.

Two years of that kind of horror. More than 2 years of devastating job hunting experience and confronted with the revealed ugly faces of age discrimination. Waiting hours to be called, sitting in these human, rather, dehumanized marketplaces, pretending not to read the facial expressions of the receptionist as I handed them my completed application. "Thank you. We will keep you on active file," they said. What was really meant, "Don't call us, we will call you." They never did.

The National Council on the Aging, in their excellent pamphlet, "Facts and Myths about Aging," reports the abysmal reality with which we are faced as older workers. I quote.

> To the extent, unfortunately growing extent, our society is becoming segregated, not only because of racism and sexism, but ageism as well. There are those who believe that this ghettoization of old people is what they want.

We have all learned, at our mother's knee, that necessity is the mother of invention. Such inventions are mind mechanisms to blot

out reality. Aging is everyone's destiny and not a disease, not contagious when in close proximity to an older person, nor is it a disgrace. One is supposed to think that there is disgrace there, something lacking in one's character for having lived long enough to age.

Are we then to look forward to ghettos and more ghettos of groups needing and thus, forced into competition, one against the other for the block grants to be given the States? Shall the older worker and the elderly, in general, compete with the children that are losing their children's immunization program? Shall we compete with the handicapped, the sheltered children, blind or otherwise in need, with the adult in need of training so that they may get into the mainstream, self-supporting? We shall be vying for air. Our hunger will be real and suffocation our sentence for being old, for having survived. We shall be called the poor. Are we not that already?

The Project Renew employment specialist well trained by the Department of Labor is sensitive to the predicament of the older worker that comes to our desk at the New York State Job Services where we work. At my desk, I see applicants, men and women, many for the first time in perhaps 20 or more years out of a job. The jobs they had turned over to the junior members of their companies at a lesser title and a lower salary. Their job searches have been undermining. Many applying for unemployment insurance benefits for the first time in a lifelong history of unemployment. We counsel them, it is not a disgrace to receive these benefits, not an indictment of their character. Some feel that way. Are they still the same persons they were before they lost their jobs? Yes, we think they are. But not in the vocabulary of ageism that speciously chooses to define our humanity and ability by our chronology and ill-begotten gain. We do our best to help the applicant transcend this vulgarity of ageism. It is not easy. Some are stoic, all deeply worried. Many feel they see the handwriting on the wall.

It was Christopher Moley, the late American writer, who said: "There is so much writing on the wall that it fell down."

Not only does the President and his advisors require consciousness raising in these respects, but the private sector as well. I submit that to eliminate the title V job program is to error, is to be not human. And I shall take no responsibility for saying that there will be divine forgiveness. Let not the walls fall down upon us.

Ms. FERRARO. Thank you very much. I just have a few questions for you. When you were 60 years old and let go by the university, you said you spent 2 years trying to get a job.

Ms. TRAVERS. I spent 1 year at that time, and I think I was an administrator person with much administrative experience. I could not get the job.

Ms. FERRARO. Excuse me. Did you then collect unemployment?

Ms. TRAVERS. Yes; I had the most devastating experiences with the unemployment office. The person interviewing me, telling me there was no age discrimination. I almost was hysterical at one point.

Ms. FERRARO. Let me just go through these questions very quickly.

Ms. TRAVERS. Yes.

Ms. FERRARO. You say that there were 2 years. Was there a period of time where you had no income after the unemployment benefits ran out?

Ms. TRAVERS. I had a small savings.

Ms. FERRARO. All right. You did not, then, go on welfare?

Ms. TRAVERS. No; I did not.

Ms. FERRARO. Why did you not?

Ms. TRAVERS. Well, I had a small savings and I could not face it, really. I could not face it. I remember the depression. I was a young woman during the depression. And I remember my family resisting going on welfare, because they could not bear waiting in the lines and the interrogations and the kind of whole demeaning process it was, as we experienced it. I just resisted it.

Ms. FERRARO. Let me ask you. From the time your unemployment benefits ran out, did you use—how much of your small savings did you use up?

Ms. TRAVERS. I had to pay my rent, but I cannot tell you precisely. But I did try to get a job three times. I was trying to get a job as a typist and it was a disaster. I am not a typist. I can type, but I am not a typist. And I had to leave a job because I was forced to leave.

Ms. FERRARO. At 62, did you start collecting social security?

Ms. TRAVERS. Yes; I did. And then, was lucky to get a part-time job with a newspaper where I stayed 5 years. But there were some very unpleasant things for me in that job, and I left it.

Ms. FERRARO. So that the social security started at age 62 were reduced benefits, which you had to collect because you could not get a job or something else?

Ms. TRAVERS. Yes; that is right. I was forced to retire.

Ms. FERRARO. Let me ask you something. Ms. Travers, you are currently employed by the title V job placement program.

Ms. TRAVERS. Yes.

Ms. FERRARO. Now, that program did not exist when you were 60 years old, looking for a job?

Ms. TRAVERS. No.

Ms. FERRARO. So that actually, you work now as a title V worker, attempting to place other elderly people in jobs.

Ms. TRAVERS. Yes.

Ms. FERRARO. Had the title V program existed at the time you were looking around, would your experience have been different?

Ms. TRAVERS. Yes, I would not have had the very bad year I was trying to sustain myself and believing in myself while I was looking for a job.

Ms. FERRARO. So that you have experienced what it would be like without the title V program.

Ms. TRAVERS. Yes.

Ms. FERRARO. Now, on the other end, providing the services that have been neglected.

Ms. TRAVERS. Yes.

Ms. FERRARO. I just wanted to ask you one other question. You were talking about the clients who come into the employment program.

Ms. TRAVERS. Yes.

Ms. FERRARO. And you said in your prepared testimony that you see applicants, men and women, for the first time in perhaps 20 or more years out of a job. Could you tell me how many of those people who come in have quit their jobs? Percentagewise.

Ms. TRAVERS. Hardly any of them. All of them have been demoted or have been—there is a change in management, mergers. And I am talking of some of the people, many of the people I see have been making upwards of $30,000, $40,000 a year.

Ms. FERRARO. Now, these people are coming in now because they have lost their jobs because of something occurring in the economy already.

Ms. TRAVERS. Yes; also, I see store managers. I see people from the managerial level up. The stores have closed, the rents have increased, people have gone out of business, business is slow, and they just lost their jobs.

Ms. FERRARO. What is your success rate in placing these job applicants?

Ms. TRAVERS. I regret to say it is poor. Because part of my job is to solicit jobs. OK. Get the job. They will say, "Sure, we will give the job to the New York State Job Services." I send people out, highly qualified. They are not placed. Now, this is very common. The companies see 20 to 50 people, so you do not know and you cannot learn from them. You cannot even reach them, why your applicants were not employed. I send people 55 and older. That is my job. Starting with a veteran 55 and over. They have precedence. So you cannot know whether it was age. I assume it is age, because I do send people who have the job qualifications that they registered with me.

Ms. FERRARO. But you do place some people?

Ms. TRAVERS. I have placed a few, but it is a very—I will be honest. It is a very poor record and for me, very discouraging.

Ms. FERRARO. Now, if there are none at all, it would be even poorer for those people.

Ms. TRAVERS. Yes.

Ms. FERRARO. They would have no place at all.

Ms. TRAVERS. No; and what they tell me when they come to my desk, I know they leave in a much happier state. Now, I do not underestimate that. They say, "How nice it is that you talked to me the way you do. That I feel like a human being. I do not feel that way out on the job market."

Ms. FERRARO. So you might be actually giving them something more in addition to the job. You might be giving them a little incentive to go out and encourage them into the job market.

Ms. TRAVERS. Absolutely. I try to bring them up. I tell them that their sense of worth cannot come from the out of tune of ageism, but must come from their own knowledge of themselves, what they have done, what they know they can do. And this is important. This is just as important.

Ms. FERRARO. Well, I want to thank you, Ms. Travers, again, for your testimony. It has been invaluable.

Ms. TRAVERS. Thank you.

Ms. FERRARO. Our next witness is Phyllis Hoover, who also is a person who has participated in the title V program and who has

been out in the private sector. All right. And we are delighted to have you with us today, Ms. Hoover. Thank you for coming.

Ms. Hoover, you can go with your prepared testimony if you want or own.

STATEMENT OF PHYLLIS HOOVER, FORMER TITLE V EMPLOYEE, BRONX, N.Y.

Ms. HOOVER. Congresswoman Ferraro, my name is Phyllis Hoover. I am 61 years old and I reside in the Bronx. I am here today to testify on behalf of the seniors in community service program and to ask you, as legislators, to do all in your power to save this worthwhile program.

I personally know the value of this senior employment program, because for months I went from employment agency to employment agency in search of a job. I was either too old or unqualified to fill any of the vacant positions. I became depressed, lost my confidence and gave up hope of ever finding work because of these daily rejections.

In August 1980, after the many unsuccessful efforts, I went to the Urban League and learned about the seniors in community service program. I was assessed to determine my job skills and through this program, I was placed at the TIP Neighborhood House, Inc., as an assistant clerical worker, at $3.10 an hour. Community service program helped me to regain confidence and gave me a sense of worth.

During my tenure as a trainee, my existing skills were upgraded and many new skills were developed. This led to an unsubsidized job in the competitive labor market. December 1981, I was hired by TIP Neighborhood House, Inc., as assistant to the director at an annual salary of $10,000.

In closing, I would like to say that this program made it possible for me to survive without requesting welfare and losing my dignity. To end the only valuable program that exclusively addresses itself to the training and placement of disadvantaged economically older workers would be a tragedy.

I am very proud to have been a product of the Urban League seniors in community service program and now I know that "Ability is Ageless" and once again, I ask that you do all in your power to see that the program continues.

Ms. FERRARO. Thank you very much for your testimony today. Ms. Hoover, just to ask you a few questions for the record. You indicated you are 61, that you had attempted to get a job. When did you start looking for a job, when you were unable to get it? What age were you?

Ms. HOOVER. Well, I was about 59 then.

Ms. FERRARO. What had you been doing before that?

Ms. HOOVER. I worked for about 11 years for a real estate firm.

Ms. FERRARO. And had you lost your job when you were 59? Is that it?

Ms. HOOVER. They sold the building and I became unemployed.

Ms. FERRARO. All right. So because the job ceased to exist, you had no job.

Ms. HOOVER. That is right.

Ms. FERRARO. You then attempted to go out and get work and could not find any.

Ms. HOOVER. Yes.

Ms. FERRARO. Did you collect unemployment during this time?

Ms. HOOVER. For a while.

Ms. FERRARO. All right. Have you ever been on welfare?

Ms. HOOVER. No.

Ms. FERRARO. And obviously, you do not want to go.

Ms. HOOVER. Definitely not.

Ms. FERRARO. I tell you, you know, that is the point I think. It is a matter of dignity and a matter of self respect that so many of you people have. You just want to work and do it for yourself.

Without this job training program that title V provided you with, would you have been able to get your job that you are currently working at?

Ms. HOOVER. No, I would not. I would not get the job. I did not know anything about it.

Ms. FERRARO. Well, I want to tell you something. We are all very, very proud of you and the tenacity that you exhibited in going to the job and getting one.

Ms. HOOVER. Thank you.

Ms. FERRARO. Thank you.

Our final witness is Henry Cheng-Cheng. Mr. Cheng-Cheng, we are delighted to welcome you today. You are a participant in the title V program. Is that right?

STATEMENT OF HENRY CHENG-CHENG, FORMER TITLE V EMPLOYEE

Mr. CHENG-CHENG. My name is Henry Cheng-Cheng. I am a migrant from Taiwan, which is a part of China, in 1974. I worked under title V in June of 1978 until 1981. I was assigned to the Kingston House, Queens. I worked there as assistant librarian.

Ms. FERRARO. Excuse me. What house is it?

Mr. CHENG-CHENG. Assistant librarian.

Ms. FERRARO. At which place in the Queens?

Mr. CHENG-CHENG. Kingston House.

Ms. FERRARO. Kingston House?

Mr. CHENG-CHENG. Yes.

Ms. FERRARO. Where is that?

Mr. CHENG-CHENG. In Flushing.

Ms. FERRARO. In Flushing. OK.

Mr. CHENG-CHENG. This is your critical site.

Ms. FERRARO. OK.

Mr. CHENG-CHENG. I had the designation of librarian and the librarian, she was a part-time welfare worker. She only came sometimes around one month or some third weeks. And she teach me in something, how to run the library. My then work was categorized all books, categorized the books. Which has never been done before. So if anybody come to use the library, I think it would help us if everything is categorized

Because I am, I think—although my age is 63——

Ms. FERRARO. You are 63 years of age?

Mr. CHENG-CHENG. Now. At that time I was 61. I think that my health condition is being a good condition. And I have certain technical training. I did have training. Because I have a master's degree in the pharmacy and biochemistry from North Carolina in 1958. So I think I still work the whole time, the whole time a worker. But I was unable to find it at the time.

Finally, I found a job in the Veterans Hospital, Queens. And I work as a medical research specialist.

Ms. FERRARO. Let me just very quickly, Mr. Cheng-Cheng, go over your testimony. You came from Taiwan in 1974?

Mr. CHENG-CHENG. Yes.

Ms. FERRARO. And you started to work in the library at the Kingston House in Flushing in 1978?

Mr. CHENG-CHENG. 1978, yes.

Ms. FERRARO. And that was because of the title V program?

Mr. CHENG-CHENG. Yes.

Ms. FERRARO. Now, you have a degree in biochemistry, a master's degree in biochemistry?

Mr. CHENG-CHENG. Yes.

Ms. FERRARO. And you have worked as a pharmacist?

Mr. CHENG-CHENG. Yes, Ma'am.

Ms. FERRARO. Was that in Taiwan?

Mr. CHENG-CHENG. No, that was in North Carolina.

Ms. FERRARO. OK. Now, were you able to get a job in that field when you came to New York?

Mr. CHENG-CHENG. I had passed internship test for the pharmacy, but I cannot get internship.

Ms. FERRARO. OK.

Mr. CHENG-CHENG. Because of my age?

Ms. FERRARO. So, though you had passed the necessary tests with the field of your expertise, you were unable to get a job because of your age?

Mr. CHENG-CHENG. Yes.

Ms. FERRARO. Now, are you still working at the Kingston House Library?

Mr. CHENG-CHENG. Yes, the library. No, I work in the VA, the VA now.

Ms. FERRARO. Now you work in the VA?

Mr. CHENG-CHENG. Yes.

Ms. FERRARO. So you are no longer in a title V job?

Mr. CHENG-CHENG. No. No.

Ms. FERRARO. You were receiving training?

Mr. CHENG-CHENG. Yes.

Ms. FERRARO. And it was a transition period until you got into a different job. Is that correct?

Mr. CHENG-CHENG. Yes.

Ms. FERRARO. All right. Did the people at Title V assist you in getting place with the Veterans Administration?

Mr. CHENG-CHENG. No, no. Because I am reading it from the typing from the newspaper.

Ms. FERRARO. OK. Oh, so you are one of those people who got your ad in the New York Times?

Mr. CHENG-CHENG. Yes.

Ms. FERRARO. One person in the United States where finally the President can say he got his ad.

Mr. CHENG-CHENG. I was very fortunate.

Ms. FERRARO. OK. But the interesting thing is when the President was talking about unemployment as you saw during the course of one his press conferences, he said "There are so many jobs available." Well, look at the skills this man had in order to get one of those New York Times' jobs. He has a master's in biochemistry plus a pharmacy degree. I mean, you know, I am delighted that you got the job, but it is amazing.

For the period of time from 1978 until the time you have your current job, though, your source of income was the title V job at Kingston House. Is that correct?

Mr. CHENG-CHENG. My wife was still working, but it was helpful for financial help.

Ms. FERRARO. OK. So that was the thing that helped you through that period.

Mr. CHENG-CHENG. Yeah, yeah. Because my, two of my children, in that period, were still in college.

Ms. FERRARO. OK. So that this actually got you over that transition period till you were able to get a job in the private sector.

Mr. CHENG-CHENG. Yes.

Ms. FERRARO. We want to thank you very much for your testimony, Mr. Cheng-Cheng.

Mr. CHENG-CHENG. Thank you.

Ms. FERRARO. Let me tell you that this hearing is officially ended. We are adjourning. However, I will be happy to sit and chat with you people about——

Do you want to testify?

Mr. DEPALMA. No, I just want to read a little poem.

Ms. FERRARO. OK; well, wait a minute. Let me officially end the hearing, so that we do not keep the reporter.

Do me a favor and give your name for the record.

Mr. DEPALMA. My name is Lou DePalma and I am a program specialist at the Sheridan Senior Center in Jackson Heights. This is a poem which I published in our monthly bulletin. It is called Keep Me Working, and the author is anonymous.

Lord, keep me working, keep me fit. At windows I do not want to sit, watching my fellows hurrying by. Let me stay busy till I die. Grant me the strength and breath and will, a need to serve, a task to do. Let me each morning rise anew, eager and glad that I can bear my portion of the morning's care. Lord, I do not want to sit about, broken and tired and all worn out, afraid of wind and rain and cold. Let me stay busy when I am old. Although I walk at a slower pace, still let me meet life face to face. This is my prayer as time goes by. Lord, keep me busy till I die.

Thank you.

Ms. FERRARO. Thank you. You stated it all and this will go down to Washington in the record. Thank you so much.

Thank you for your patience.

[Whereupon, at 11:45 a.m., the hearing was adjourned.]

APPENDIX I

SUBMITTED FOR THE RECORD BY CHAIRMAN JOHN L. BURTON

MORGAN MANAGEMENT SYSTEMS, INC.,
Columbia, Md., March 5, 1982.

Ms. VALINDA JONES,
Majority Staff Director, Committee on Aging, Subcommittee for Retirement Income and Employment, Washington, D.C.

DEAR MS. JONES: At the February 25th hearing on the fiscal 1983 funding of the Senior Community Service Employment Program, I was asked by Congresswoman Oakar and Chairman Burton about the success of the program in transitioning older workers to private employment. With your permission, I would like to submit additional materials on this matter.

As you know, the SCSEP is a combination of three objectives: employment and income; training for skills and transition to unsubsidized employment; and community service. There have been many arguments made for retaining the program in its present form. In my opinion, the current program operators are able to increase the transition rate at the same time they provide opportunities for part-time employment by older workers in needed community services.

The SCSEP now provides an adequate vehicle for continuing to develop the knowledge and skills necessary to increase the transition rate of all program sponsors. The experience of successful transition programs have not been examined and utilized. A program shift, if it does occur, should take place over time in order to benefit from the experience gained by current operators and to exploit the connections and goodwill they have built up over the years with the private sector.

To further your deliberation, I have enclosed an analysis of the impact of increasing the transition goal on the program. This excerpt is from our report to the Federal Council on the Aging titled An Evaluation of the Performance of the Senior Community Service Employment Program. This section analyzes the consequences of placing more emphasis on the training element of the program as opposed to the employment income and community service elements. I believe you will agree with me that a balanced approach provides the best future direction for this valuable program.

Sincerely yours,

SOLOMON G. JACOBSON,
Vice President.

EXCERPTS FROM: AN EVALUATION OF THE PERFORMANCE OF THE SENIOR COMMUNITY SERVICE EMPLOYMENT PROGRAM, TITLE V OF THE OLDER AMERICANS ACT

PROGRAM AREA NO. 1: EMPHASIS ON TRANSITION TO UNSUBSIDIZED EMPLOYMENT

Background

Congress intended for the Department of Labor to experiment with ways to place Title V enrollees in private employment situations. The language in the Act is permissive. Section 502(e) allows the Secretary to enter into agreements which will "assure the transition of individuals employed in public service jobs under this title to employment opportunities with private business concerns." [1] A certain percentage of funds is to be used for this purpose. The Department of Labor maintains that diversion of funds for such purposes would not permit the maintenance of the number of authorized slots, as required by Congress.

[1] The Department of Labor, in its proposed regulations, adopted the reading, "private or other unsubsidized employment."

Section 89.1(a) of the proposed regulations added a transition goal to the stated purpose of the program. While not a requirement, each sponsor was expected to meet the goal. The goal was originally set at 10 percent of authorized slots for each year to be transitioned into unsubsidized employment. The goal was increased in the 1980 proposed regulations to 15 percent, based on the finding by DOL that "some programs" already met the higher goal.

The actual number of sponsors who placed 15 percent of their enrollee in unsubsidized positions in 1980 was six: one national sponsor and five states. Recent studies by two national sponsors indicate that the majority of placements are made into the non-profit and public sector study. One showed that the placement with private business concerns, which was the intent of the legislation, accounted for only 18 percent of the sponsor's placements (See Table VIII-1).

TABLE VIII-1.—*Type of organization hiring NRTA SCSEP placements—Percent Distribution of 385 Subjects*

Private company	17.9
Nonprofit corporations	23.9
Units of government	57.2
Town or city	10.6
County	6.8
State	17.7
Federal	21.1
Total	100.0

"Source: Title IX and the Older Worker: A Performance Study," NRTA/AARP, 1978.

The sponsors do not agree on the priority to be placed on transition. In general, rural-based sponsors find transition difficult, if not impossible, in areas where there are few public or private jobs. There is also difficulty in urban areas with high unemployment. Some sponsors are enthusiastic about the transition goal because it turns over more slots to older workers. The overall record of unsubsidized placement is discussed in detail in Chapter VI. The record shows a wide variance in the ability of sponsors to meet the goal.

The emphasis placed on transition by the Department of Labor does not strictly reflect the letter of the law. Section 502(e) of the regulations simply gave DOL the option of experimenting with different approaches to assure transition from public sector jobs to private sector jobs. Since the legislation specifically states that the program is intended to provide "employment for eligible individuals whose opportunities for other suitable public or private paid employment are poor," it does not appear that Congress expected enrollees to be transitioned into private jobs very easily.

The intent of Congress, then, could be interpreted to mean that experiments were to be set up to explore the possibility of transition. An alternative interpretation, that taken by DOL, was that the burden of transition be placed on the sponsors. In order to accomplish the transition, DOL suggests (Section 89.15) that training funds be used to upgrade the job-seeking and other skills needed by enrollees to enhance the prospects of transition. While training is allowed by Section 502(b)(1)(I) of the Act, it is in order "to make the most effective use of the skills and talents of those individuals who are participating." Again, the DOL interpretation may be derived from the legislation, but only through a broad construction of the legislative language. However, the emphasis placed on transition by DOL has had consequences on the operation of the program, and these should be discussed.

Consequences of current action

According to the Title V statement of purpose, the program is to provide income through public service employment for low-income elderly with poor employment prospects. The labor force represented by Title V enrollees would, by definition, not be likely to be able to secure either public or private employment in their locality. It must be assumed that an older worker faces discrimination and barriers to employment. This is especially true if he or she lacks basic skills or is a minority group member. Therefore, the target population for Title V would be those with the least likelihood for transition to either public or private unsubsidized employment.

If a goal of 15 percent transition is placed on Title V sponsors, there will naturally be a tendency to attempt to meet the goal, even if it is optional. In order to reach the 15 percent goal, however, the sponsors must either select enrollees who are can-

didates for unsubsidized employment, even without the program, or spend a considerable amount of staff time in transition-related activities.

Since the regulations place a priority on enrollment of those over age 60 and also limit the amount of administrative costs paid by federal funds, the sponsors are in a double bind: they are encouraged to transition enrollees, but are limited in the target population to those least likely to seek full-time employment, and they are further limited by the non-allocation of funds to be used on such activities as job development in the private sector. The limitation of training hours to 20 percent of enrollees' time per year places additional constraints on the ability of program sponsors to prepare eligibles for transition. And finally, transition alters the nature of the program by emphasizing short-term enrollment. This may discourage older workers who wish to remain in their subsidized positions for several years.

Program options

If the intent of Congress was simply to encourage transition of enrollees into private and public unsubsidized employment, then the emphasis placed on transition by DOL is acceptable. Based on current experience, however, there could be modifications made which would increase the effectiveness of the transition effort. Perhaps the goal should take into consideration the average age of the enrollees and the local job market. Those programs with higher average ages of enrollees may find fewer enrollees willing or interested in unsubsidized employment. Those programs in economically depressed areas or in labor surplus areas would have difficulty finding unsubsidized employment for any worker, however skilled. Therefore, the transition goal could be negotiated with each sponsor. Since it may range from 5 percent to 50 percent or even higher, the 15 percent goal might be reconsidered.

DOL should also implement Section 502(e) and experiment with agreements which would enhance transition from public sector to private sector employment. This may mean setting up agreements in which the salary of an older worker is supplemented during the first three months of private sector employment and training. Under 502(e) experiments in recruitment, training, and job development activities could be undertaken to see which techniques are most effective in increasing transition from public to private sector jobs. There could also be experiments to see which public sector jobs are most likely to result in private employment. For example, the NCOA study indicates that clerical skills are most likely to result in private employment. The DOL could assist sponsors in their transition attempts by implementing Section 502(b)(2) which requires the Secretary to "develop alternatives . . . in creating job opportunities" in the private sector through technical assistance in work sharing and other experimental methods.

In short, the goal of transition could be enhanced if it were locally targeted, if necessary resources were made available in terms of job development and enrollee training, and if congressionally mandated experiments were carried out to determine the best methods for creating job opportunities for older workers in the private sector. Currently, the sponsors all indicate that they place many more older workers into unsubsidized positions than they can report. In order to be reported, the older worker must be enrolled in the program. The project sponsors claim that they will often refer a person on the waiting list to an available unsubsidized job which cannot be filled by a current enrollee. In a similar manner, older workers who are ineligible for the program may be referred to employment positions which match their skills. If the sponsors could take credit for these types of referrals, their true ability to position older workers in the labor market would be more accurately reflected.

A further improvement in the reporting system would result from a change in calculating the goal for transition replacements. The present system sets the goal (15 percent) as a function of the number or authorized slots per sponsor or project. A more accurate reflection of success might be to relate the goal to the number of total enrollees for each sponsor or project. Transition would then be less a driving factor to encourage high turn-over rates, or shorter work weeks, or other practices that result in lesser benefits to each enrollee. Chapter VI analyzes some of these factors in detail.

Consequences of increasing the transition requirement

Any raising of the transition goal would prompt several immediate changes in program operations: The amount of training offered to enrollees would have to increase from 20 percent of enrollees' time to as much as 75 percent of enrollees' time. The amount of time spent by project staff in job development and contact work with private and public sector employers would also have to increase. Limits would have to be placed on the length of enrollment for any eligible in order to encourage transition to unsubsidized employment. This may mean that jobs in host agencies would

93-562 O - 82 - 10

be limited to those types of occupations which do not require much experience. The host agencies would probably be reluctant to spend much time in on-the-job training for an enrollee they felt would only be on the job long enough to develop the skills to work elsewhere. The increase in the transition goal would also encourage the selection of agencies which pledge to hire enrollees and this may become a condition of selection. In other words, sponsors may begin to place enrollees only in host agencies which promise, or imply a promise, to hire the enrollee after a certain period of subsidized employment.

In order to meet transition goals, sponsor administrative staff may have to work more closely with public and private sector employers than they presently do. It should be expected that both unions and younger workers will monitor the program more closely, if it appears to be placing a large number of older workers in full-time employment. This is especially the case in areas of labor surplus. The difficulty of finding employment positions in rural areas may mean that fewer program dollars will go to rural enrollees, since their chance of unsubsidized employment may be lower than that of an urban enrollee. Similarly, sponsors would want to select enrollees who are most likely to desire, seek, and accept employment. The older workers who would lose benefits by working fulltime or lack the stamina for full-time work would not be recruited and enrolled by sponsors needing to meet their transition goal.

As a consequence of increasing the transition requirement, the overall number of persons passing throught the program would increase, since there would be higher turnover. On the other hand, the per-enrollee costs of the program may decline, as enrollees stay a shorter time in their positions. The administrative and training costs can be expected to increase. Other benefits to society would include a reduction in the costs of retirement benefits, if enrollees are successfully placed in unsubsidized positions, and an increase in the tax base as the result of an expanded labor force.

The negative consequences of increasing the transition goal include a tendency to favor younger, more skilled workers over those less likely to find unsubsidized employment. The program will require that sponsors and host agencies move enrollees into unsubsidized employment as quickly as possible. Those host agencies requiring a stable workforce would be less likely to participate in the program. Sponsors working in rural areas and in urban areas with high unemployment may be unable to meet their quota under any circumstances.

Conclusions

An increase in the transition goal would probably alter the fundamental character of the Title V program. If Congress decides to make transition into unsubsidized employment the fundamental purpose of the program, the legislation would have to be rewritten to reflect this basic change. If Congress does not wish to increase the emphasis on transition, it can retain the legislation as it is, including the clauses which relate to encouraging experiments in worksharing, other innovative work modes, and agreements for transition from public sector employment to private business employment. However, specific language should be added to define the level of transition to be required of sponsors. If this is not done, there will continue to be confusion in implementing the program. Some sponsors will make transition an important objective, while others will give it less atention. There will be some programs which will require that enrollees seek and accept unsubsidized employment in order to make room for more enrollees. Other sponsors will continue to provide permanent part-time employment for their enrollees subject only to a reduction of funds for the Title V Program.

At this time, it is not known how many older workers can be placed in unsubsidized positions from those currently enrolled. There is no certain knowledge about the labor market's ability to absorb older workers. There is no conclusive information on the best techniques for encouraging transition. For example, would the private sector need to be subsidized as older workers are transitioned? There is no federal level record on what types of jobs enrollees have been transitioned into, what wages they are receiving, and how long they remain in their unsubsidized jobs. While this information is available in the enrollees' records, it is not asembled by all sponsors on a regular basis for review at the federal level.

Table VIII–3.—CONSEQUENCES OF CHANGES IN EMPHASIS OF THE TITLE V PROGRAM EMPHASIS OPTION NO. 2: TRAINING AS PRIMARY PURPOSE

[Estimated emphasis placed on components under this option: Employment and income, 10 percent; training, 80 percent; and community service, 10 percent]

Consequences	Short-term effect: first 2 years	Long-term impact: after 2 years
Targeting	Emphasis will be placed on recruitment of younger workers with higher skills levels, who provide a good potential for transition.	Pressure will increase to raise income level and increase pool of more highly educated older workers.
Job development	Increased emphasis on jobs which allow enrollees to use skills which are directly transferable to private employment.	In some areas, efforts to place workers will result in increased visibility of older workers and may lead to job opportunities in unsubsidized positions.
Training	Increase in skill upgrading and employability skills to prepare enrollees for future positions in private sector.	Separate training programs may have to be developed as skill upgrading among enrollees increases in importance.
Community service	Less emphasis on service performed, more emphasis on improving skills of enrollee on-the-job. More will be expected of host agencies and trainers.	Most agencies will increasingly use program as "trial" period for older workers they are considering hiring; only agencies who can use transitory workers will participate in program.
Enrollment level and costs.	Enrollment levels should increase somewhat as turnover rates increase; costs will rise slightly to pay for increased training needs.	A very large increase in the number of enrollees being served without much additional cost, due to expected high turnover rate and short stays.
Transition	Transition will become the main reason for the program; recruitment, supportive services, training and placement will be reorganized to improve transition posture.	Rural programs will have difficulty in meeting transition goals; so will programs in labor surplus areas.
Income	The program will no longer provide a basic income to enrollees; income will be primarily available for a short period of training and transition.	The earnings of those enrollees transitioned to full-time permanent positions will be enhanced; others will receive less benefit from program.
Geographic distribution	Emphasis will begin to shift to urban areas and labor shortage areas to take advantage of employment opportunities.	As it becomes more difficult to meet transition goals in rural and labor surplus areas, pressure will build for special programs in these areas.
Minority enrollment	Current emphasis on minority and limited English-speaking recruitment should continue for the short term.	If difficulties are experienced in placement of minority and LES enrollees, sponsors may reduce their emphasis on this aspect.
Administrative locus	National sponsors who have emphasized transition activities will increase their share; other sponsors will have difficulty in meeting transition goals.	State sponsors may begin to lose interest in program, unless program is operated by a state employment or labor department.

STATEMENT OF VIRGINIA SHEA, JOB DEVELOPER, SCSEP, CHARLESTON, W. VA.

The Senior Community Services Employment Program (SCSEP) is authorized by Title V of the Older Americans Act which provides work experience, training, and skill development for low income older persons. Here in West Virginia it receives its funding from the West Virginia Commission on Aging.

I consider myself, Virginia Shea, 71 years young, a product of SCSEP. I had been active as an executive secretary for many years with experience in all phases of office work, helped my husband in his business, and participated in varied other activities.

Some time after the death of my husband, things began to be crucial and I really needed work for preservation and dignity of spirit. Even long before I was considered a "senior", I was really denied employment, I would say, because of age. Frustration resulted because I was well qualified for any office activity, quite capable mentally and physically, and wasn't being given a chance.

Quite by accident, through a friend, I was directed to this program and I was given a job as a Job Developer. And through this work, I became acquainted and much aware that there are many of us 65 years and older with many useful and productive years ahead.

SCSEP is providing over 600 jobs to West Virginians 55 and older for part time work doing community service. This costs the U S Government 3.8 million dollars for West Virginia. These workers are homemakers, health aides, senior center aides. They work for the Red Cross, the Recycling Center, and in many other useful com-

munity service positions. These services are keeping people off welfare, keeping the elderly out of nursing homes, which services they can afford or are receiving free.

For example, it should be clearly pointed out that 25 Title V Homemakers in the urban Charleston, W.V. area as well as its rural environs have helped to keep over 500 frail elderly out of nursing homes and hospitals since 1977. This program is the only reason there hasn't been more horror stories of death and desperation amongst the frail elderly of our area. The cost of this service is estimated to be approximately $800,000 in the past 5 years. The less desirable alternative of nursing home care would have cost the state, federal, or local government over ten times this amount or in excess of $8,000,000. The recipients of the Homemaker Service are the poorest elderly in our area. They live at the head of the hollows and in the poorest sections of our capitol city. No matter how you slice it, these people could not afford any care. Dignity in their final days means that the basics are there for them in their own homes. It means that we, as a community, care about the weakest and the poorest. It means that we, as older workers, show posterity that character and caring for our fellow aged belongs to the common man.

Probably the most dramatic demonstration of cost effectiveness is the Senior Companion Program. This program utilizes the services of one enrollee to coordinate registered, reference checked Companions for the elderly as well as occasional baby sitters and domestic helpers. This service has grown from ten Companions in 1977 to over 300 at present. The program generates jobs for its older workers through the private sector. The middle and upper middle income elderly otherwise would turn to a nursing home and perhaps eventually "financial care bankruptcy". This direct pay work costing our local SCSEP project less than $10,000 per year generates over $400,000 in income a year for its Companions. It also provides its users with triple this amount in savings over the alternatives.

You say, "how can this be?" "How can you offer part and full time work to over 300 people with less than $10,000 in administrative overhead?" The answer is easy when you know the dedication and loyalty of older workers. Like all these workers, the coordinator of this program works at the minimum wage and doesn't watch the clock. (Neither the clients nor the Companions are charged a fee for this service; the clients contract directly with the Companion) The Companion Service of SCSEP could justify the investment of the government in this program.

In addition, job developing includes finding other types of employment for older persons. Ironically enough, the Department of Labor quarterly reports have never asked for data concerning counseling, training, and most important, job placements of older workers who are not on SCSEP payroll. As Job Developer, I have experienced the gratitude of many persons which this Program has interviewed, counseled, trained and placed, giving many of them a new "lease on life". Lack of this encouragement and assistance would in so many cases result in mental and physical deterioration.

However, there are many other aspects to the Program which are extremely important, service and income-wise, to the participants and the community. SCSEP enrollees run the Citizen Recycling Center in Charleston which recycles several million tons of paper, tin and glass each year. Enrollees have been employed and hired by the Cabin Creek Quilt Cooperative which employs over a hundred rural low-income elderly women in the making of traditional patchwork quilts. The Mountain State Press publishes West Virginia Titles with the help of a Title V enrollee. There are bus drivers, cooks, Senior Center and Day Care Center for the Elderly, aides all under the Title V Program. The very underpinnings of the aging network in this region of West Virginia, as well as throughout the state and country, are supported by Title V workers.

Furthermore, job fairs, training, counseling and regular TV and radio features sponsored by SCSEP have helped hundreds and thousands of community people of all ages find jobs, training and hope for a job. The training and counseling offered by the Program have kept older workers going when they might have been ready to quit. The press as well has been effectively used to educate the public regarding the myths and facts about the older worker.

Elimination of this Program would not only terminate employment of many older workers but would also cast out all the needy that benefit from the care given by the many dedicated, low income workers. The SCSEP enrollees and the weakest people which they serve cannot afford to hold out for another job or wait until their states pick up the ball. There is no safety net under us or the people we serve. There are no volunteers out there to do what we do. There is no sense in cutting this proven cost effective, proven worthwhile program.

So, I plead with your good senses and best judgment to save the Senior Community Service Employment.

BROCKTON, MASS., *February 23, 1982.*

Representative JOHN BURTON,
House Subcommittee on Retirement Income and Employment, Washington, D.C.

DEAR REPRESENTATIVE JOHN BURTON: I am writing this letter to you in hopes that you can help us save Title V of the Older American's Act. (Senior Aides). Senior citizens who are working through this program are doing an excellent job. They have excellent attendance and are dependable people. These people know what it is to be out in the business world because they have had previous experience through the years.

Our place of employment is Catholic Charities of Brockton, Massachusettes a non-profit agency. The senior aides that work with us are able to contribute to helping many unfortunate people whose problems are increased substantially by the current economic conditions. These aides are able to help themselves by earning a few extra dollars working 20 hours per week in their struggle to survive in these difficult times, otherwise they would have to depend on their families (if they have any) who also are having it rough struggling to keep their heads above water.

I feel that the loss of this program would be disastrous to the Senior Aides and to our programs as these people are invaluable to use.

Sincerely yours,

HELEN R. IRVING,
Secretary, Brockton Catholic Charities.

GREATER SOUTH COVE
GOLDEN AGE CENTER, INC.,
Boston, Mass., February 17, 1982.

Hon. JOHN L. BURTON,
Room 1102, Longworth House Office Building,
Washington, D.C.

DEAR CONGRESSMAN BURTON: For nearly four years, the Senior Aide Program has been providing job opportunities at the Chinese Golden Age Center for the Chinese elderly who, because of the inability to speak English, would not have been able to accept work elsewhere.

This Program not only has been a great help to our nutrition program in these hard times, and a supplement to the elderly's social security income, but it also helps to cut down Government expenses by keeping these elderly off S.S.I. and food stamps.

We, at the Center, feel that the Senior Aide Program is a vital program with a direct impact on many lives, and that every effort must be made to ensure its continuation.

Thank you.

Sincerely yours,

NADINE WU,
Assistant Director.

MATERIAL SUBMITTED FOR THE RECORD BY REPRESENTATIVE THOMAS J. DOWNEY

PREPARED STATEMENT OF REPRESENTATIVE THOMAS J. DOWNEY

Mr. Chairman, I want to thank you for holding this hearing today on the Senior Community Services Employment program. The President's proposed plan for this program is not only wrong—it is criminal.

Consolidation of this one program into a single block grant with four training programs at a ridiculously low level of funding would ensure that none of the Senior Aides retained their jobs. You just cannot put a group of diverse programs valued at more than $450 million into a block grant funded at less than $200 million and expect the employment program to survive. Yet that is exactly what the President's 1983 budget request proposes to do.

Butchering this program would be criminal because it would steal from the Senior Aides the sense of dignity and self-worth that comes from working hard for your living and contributing to the community in which you live.

There are more then 250 Senior Aides in Suffolk County, and last week I met with those people in my district who would be affected by the budget cut. The Senior Aides that came to the meeting did not come to plead for money—many of them would simply go on public assistance if they lost their jobs. Rather, they came to plead for their self-respect, for the importance of being needed, and for the opportunity of being able to contribute to society.

I also heard from other senior citizens who receive the services provided by the Senior Aides, and from the supervisors and administrators of the Senior Community Services Employment program. The message from these groups was equally clear: Don't take our senior aides away from us. They are providing a much needed service, and their absence would create a monstrous gap that could not be filled.

This program does not have "fat" in it. Nor is there "fraud" or "abuse". It is an effective, well-targeted, and cost-efficient program that serves vital needs. We cannot forget that human beings are hurt by vicious cuts in social programs.

There appears to be a basic contradiction in what the administration says and what it is trying to do. Yesterday, I had the fortunate opportunity of asking Secretary of Labor Donovan about the Senior Community Services Employment program when he testified before the House Committee on Ways and Means. He assured me that he was a strong supporter of title V, and that he would make its future one of his top priorities. I also know that Assistant Secretary of Labor Angrisani stated in testimony before the Senate Committee on Aging that he also supported the program. Why is the adminitration suddenly trying to eliminate a program that it supposedly supports?

Last year President Reagan said in a speech to the AFL–CIO, "I won't be satisfied until there is a job for every man and woman." If he really believes what he is saying, then why is he taking more than 54,000 jobs away from senior citizens?

Mr. Chairman, I want to thank you once again for holding this hearing. I will not rest until the injustice that is being done to the senior aides, and to their communities, is corrected.

Thank You.

TOWN OF BABYLON,
Lindenhurst, L.I., January 22, 1982.

Hon. THOMAS J. DOWNEY,
Cedar Street, Amityville, N.Y.

DEAR CONGRESSMAN TOM: It has come to my attention that title V of the Older American's Act (senior community service employment programs) is proposed for phase-out as of 31 May 1982 by the Office of Management and Budget despite congressional approval of the act for a 3-year period.

Nationwide, title V provided 60,000 low-income post 55 individuals with paid part-time employment in the human services field. In Suffolk County, 250 enrollees participate in the program and are paid an average $3.45 per hour from which Federal, State, and FICA deductions are made; this, contributing to the tax revenues.

Without this employment opportunity alternatives for these older workers would be limited for the vast majority and welfare rolls would be their only means of existence. The agencies of our community served by these enrollees (all not-for-profit agencies) would be greatly hindered in providing services to our community.

Because title V of the Older American's Act has enjoyed bipartisan support in both Houses of Congress, I am hopeful that you will convey your support of this program to the President for the upcoming budget.

Sincerely,

RAYMOND C. ALLMENDINGER,
Supervisor, Town of Babylon.

STATEMENT OF BERNICE BARNES, SENIOR AIDE, PROJECT OFFICE

I wish to thank this committee for having me to participate in this meeting. My name is Bernice and age 55+. I am currently enrolled in the Senior Community Service Employment Program sponsored by the National Retired Teachers Association and the American Association of Retired Persons and assigned to the Bay Shore Office as a Senior Aide at the minimum wage for a 25 hour week.

My life style has been on a steady decline since 1976. The problems started with my discharge from a position in the electronics field. The loss of what I had considered a life time job triggered a merry-go-around of searching for work. I am in the

category of Senior Citizen without the recognition that should be granted. One whose talents and good health should be used to proper advantage by industry.

My initial assignment by this program was at a Mental Health Center followed by time at a Junior High School. My current position at the Project Office is very gratifying in that I am involved in listening and counseling seniors and learning the basics of payroll. I feel that I contribute in my ability to reach out and touch those in need of our talents. Terminating this program will cause me to suffer the agonies of seeking employment again. It is vital that I not be unemployed as I detest adding the humiliation of unemployment to that of age, sex and color. Ending this program will force the bulk of our enrollees on to Public Assistance and additionally disrupt our Host Agencies whose budgets cannot absorb the seniors into their payrolls.

Statement of Dorothy Breiling, Senior Aide, Project Office

Good afternoon ladies and gentlemen, May I thank you for inviting me to participate at this Meeting. My name is Dorothy Breiling. I am sixty-three years of age and have lived in West Islip for the past thirty-three years.

Since 1971, I have been on my own. I have had many, many jobs. Each job renewed my previous skills and also taught me new ones. In September 1978, the Labor Board placed me in the Business Office of the West Islip School District on the CETA program. I learned many new procedures such as, Switchboard, Purchasing, Petty Cash receipts & reimbursements, and more. The Program limited us to eighteen months and I was given a three months extention as a Senior Citizen.

June 1980, I was terminated and sent back to the Labor Board and Unemployment Line. After a few unsuccessful interviews for jobs, I was reinstated on the CETA Program as a Senior Citizen Worker and cut back to minimum pay. September 1981, the CETA Program was terminated.

The Administrator of Support Services who was my supervisor while working in the West Islip School District gave me a letter of high recommendation. He suggested my applying for the job that I now enjoy with the Senior Community Service Employment Program. This Program is sponsored by the NTRA/AARP. I am a Senior Aide in the Bay Shore Project Office.

Statement of Helen M. Capurso, Project Director

Congressman Downey, I would like to thank you for inviting me here today. My name is Helen Capurso and I am the Project Director of the Bay Shore, New York Project Office of the Senior Community Service Employment Program, sponsored by the National Retired Teachers Association—American Association of Retired Persons. My office is responsible for approximately 400 square miles in Suffolk County. I am 59 years old and have worked for the Senior Employment Program since 1978.

As a former program enrollee and presently a Project Director, I would like to tell you how important this program has been and how much it has meant to me. In 1978, my husband had his first heart attack at 58 years of age. Our income was completely wiped our necessitating the shocking realization that my family could no longer sustain itself without my re-entering the workforce at age 55. Entering the job market at age 55, as you can well imagine, was an extremely difficult and trying undertaking. I found that ability, enthusiasm and a conscientious effort to be gainfully employed was of little value to an employer with regard to hiring a person of 55 without a recent work history. I heard about the Senior Employment Program, as a job-training program and went to them for help. I was placed on the program as an enrollee, part-time at minimum wage. I worked as a Clerk-Typist in the Business Administration office of the Islip School district for a three month period. Through the program, I learned that a project office was opening in the western section of Suffolk County and they had need of an enrollee Project Secretary. This was a full-time position for which I applied and subsequently was transferred. I received minimum wage but the additional income was an answer to my prayers. I was able to put my bookkeeping and secretarial skills to use and I worked very hard. After 2 years, I was offered the position of enrollee Project Director. The more I become involved working with seniors the more I realize the need for this program.

In August, 1981, I was appointed Staff Director. My office staff consists of four enrollee Senior Aides and one enrollee Job Developer. The staff works part-time and as a team we have been instrumental in assisting unemployed seniors.

June 30, 1981, there were 71 seniors on my program. 95.7 percent were at poverty level income guidelines. Of these 66 percent were over age 65—77 percent were

women—32 percent had less than a high school education—84 percent were white—14 percent were black—2 percent were Hispanic. The average hourly wage was $3.36. Of the 71 seniors, 75 percent worked in the Elderly Community at Senior Centers and Senior Nutrition and Recreational sites.

December, 1981, there were 84 seniors on my program. 99 percent were at poverty level income guidelines. Of these 56 percent were over age 65—84 percent were women—84 percent were white—12 percent were black and 4 percent were Hispanic and Asian. The average hourly wage was $3.39. Sixty-eight percent worked in the Elderly Community at Senior Centers, Senior Nutrition and Recreational sites. At the present time I have 86 seniors on the program, all at poverty level. I have them at 42 host agencies in Suffolk County. Many of them are widowed and between the ages of 55 and 62 and therefor they do not receive Social Security or have any other income but the part-time earnings they receive on this program. Most of them live alone and the meager earnings is a matter or survival for them. Some have been out of the job-market for years and the job-training they receive help them regain skills and confidence to be able to compete in a very difficult time of unemployment. I have seniors on the program up to age 82 that are working at Senior Sites and school cafeterias. Many have to rely on public transportation to get to their job sites. My seniors don't want to turn to welfare handouts. They come from the old school of hard work. One of the functions of my office is to enhance the awareness of the enrollees with regard to up-coming Civil Service tests and to stress the need for self-education and the ever-changing attitudes of the employer in the labor market today. Right now, I have 25 eligible seniors on the waiting list for possible enrollment and the eligible file is growing every day.

We are very proud of the progress our seniors have made and the successful impact of our program. I am sure funds will not be cut indiscriminately or with total disregard of the implied right of every citizen to have the opportunity toward gainful employment if he or she so desires.

STATEMENT OF GRACE CAFFEE

My name is Grace Caffee, I came on the Senior Community Service Employment Program in 1974. I was one of the first people on the program.

I was not working and was looking for a job and couldn't find one. A friend asked me if I wanted a job, I said "yes." I was told to go to Riverhead and see Miss Hunter and I was interviewed by her.

I had so many bills and did not know how I was going to pay them. Winter was coming on and my bills began to pile up.

I went to work for the SCSE Program within a week and I was very glad to get the job. After I got this job, I felt much better, because I really was feeling sorry for myself.

I live by myself and when I got my first pay check, it looked so good to me. My job with the Senior Community Service Employment Program has helped me a lot, as well as others on the program.

This program means so much to me, I look forward to working, I meet new people every day and the money I get helps to pay my bills. I can do lots of things I could not do before.

Please help the Senior Community Service Employment Program to continue giving Senior Citizens jobs, don't cut back our funding, give us our jobs.

STATEMENT OF ALBERT F. COHEN

Tomorrow is my 66th birthday and, I believe, that I am one of the babies on this program.

I am most fortunate as I do receive other funds besides the $125.02 I receive semi-monthly.

At a recent meeting, we were all asked to write a resume. I have no intention of belittling my fellow employees but there is a doubt in my mind how many of them knew what a resume was.

The vast majority of women and men at this meeting were in their late 70's and many were in their 80's. This is their first venture into the business world after raising families. And . . . the trite saying, "Let their families support them." Perish the thought! These folks are fiercely independent and desire to work just as long as they are mentally and physically able to do so.

Congressman, don't take that opportunity away from them. If you feel justified in accepting $60,000 plus per year plus this and plus that, don't deny them the $3.35 per hour many of them only have a few more years to earn.

TOWN OF HUNTINGTON,
Long Island, N.Y., February 11, 1982.

Hon. THOMAS J. DOWNEY,
West Islip, N.Y.

DEAR CONGRESSMAN DOWNEY: We urge you to support the continuation of the "Senior Employment Program."

We have seen on a first hand basis the value of this Program. It has sustained many low income people and immeasurably improved the quality of their lives. It is worrisome to think of how they will survive if this Program is discontinued.

It has also provided very fine employees for worthwhile jobs. We have especially benefited at our Center.

Very truly yours,

CAROL EHLERS,
Program Supervisor for Senior Citizens.
LEE GIRRIER,
Siter Manager at Huntington Nutrition Center.

STATEMENT OF MARY EVERS, SENIOR AIDE, PROJECT OFFICE

I wish to thank this committee for having me to participate in this meeting. My name is Mary Evers and I reside in Suffolk County. I am currently enrolled in the Senior Community Service Employment Program sponsored by the National Retired Teachers Association and the American Association of Retired Persons and assigned to the Bay Shore Office as a Senior Aide. I work a 25 hour week and receive slightly in excess of the minimum wage rate. I am 65 years of age and receive a monthly Social Security Pension of $226.00. My husband who is not as yet eligible for his pension, is a night watchman for a nursery. He is non-salaried as we in exchange reside rent-free in a cottage on the nursery grounds.

This type work is suitable to my husband as he suffers from heart condition, and is arthritic and diabetic. I have been assigned to the Bay Shore Project Office with responsibility for the payroll and its related reports. I was fortunate in being accepted into this program as that period was critical for my husband and I. We had just lost our home and family business. Surviving by my own work talents is a must. Public Assistance is last on my list.

This program enabling seniors to busy themselves for 20 hours a week at the minimum wage is inexpensive when matched against the results. Eliminating this program will force most of the seniors to seek Public Assistance. It makes no sense to cancel the budget for seniors gainfully employed and be forced to dole out the same amount of money in the form of assistance. Then consider the loss of service to the agencies whose budgets and cannot absorb the seniors into their own payrolls.

EAST HAMPTON, N.Y., *February 13, 1982.*

Hon. THOMAS DOWNEY,
House of Representatives, Washington, D.C.

DEAR HONORABLE DOWNEY: I have been informed that the Senior Community Service Employment Program is threatened. I am a recipient of the SCSEP funding. It is the only way I can work in my profession—the much beleaguered museum profession. I cannot find a full time position.

Although the amount of money is miniscule, the advantage of being in daily contact within my field is very positive. It is so much better than being adrift on unemployment. Please do all you can to continue this program.

I am a member of many of the national professional museological organizations and constantly receive the latest listings of positions open, to which I respond as often as I can.

I am enclosing my resume, in case you are asked to recommend someone for a museum position, anywhere!

Yours most sincerely,

NEWTON SHERRILL FOSTER.

STATEMENT OF JOAN FOTINATOS

I'd like to thank Congressman Downey for inviting me to testify today.

I have been the Title V Project Director for the Senior Aides Program in the Town of Babylon for three years. The Senior Aides Program has two objectives: 1. to provide part-time employment for the poverty-level senior citizen age 55 and over and 2. to provide a service to the community.

Since its institution twelve years ago, this program has been free of fraud and abuse. The administrative costs at the federal level have been minimal and the contracted budget between the National Council of Senior Citizens and the Town of Babylon allows for no administrative costs. Every penny is spent on the participants in the form of wages and fringe benefits. These participants are paying taxes from their wages. This program is in no way a social welfare program. These senior aides are providing a service to the community which is not being funded through other programs. The elimination of these Title V programs would cause cost increases in unemployment, welfare, medicare and other support programs.

President Reagan said in a public speech to the AFL-CIO last year and I quote, "I won't be satisfied until there is a job for every man or women." Then he proceeds to cut a program that employs 60,000 people around the country. A group of people that he keeps promising won't be hurt by cuts. Could he honestly believe that an 80 year old person is working 20 hours a week to keep busy. These people have to work to survive, and because of their age employment in the private sector is extremely limited.

This program has enabled elderly people to stay in their homes and to feel useful. It has accomplished everything that was intended since its institution and I feel it should be left intact.

TESTIMONIAL TO CONGRESSMAN DOWNEY—RE: TITLE V—SENIOR AIDES

Welcome to our center as our dear friend as well as our Congressman. We always feel honored when you pay us a visit.

I am Harriet Glynn and I'm 81 years old and would like to speak in behalf of my Senior Aide Co-workers, and myself at the Martin J. McNicholas Senior Citizens Center.

This program has been a blessing and a great help to all on the program. Its termination will create hardships.

1. It gives us a feeling of usefulness in our older years.
2. I know it gives me a feeling of independence and security.

My rent has recently been increased. Being on the Senior Aide Program helps me financially to manage my other expenses. If the program terminates, I will not be able to survive without help from some other source, as there is no Senior Citizen housing in this location, I don't know what I'd do.

I am alone on Long Island and worried. I am happy to be of service to the Seniors, and at the same time it helps to keep my mind alert. When I speak to the other people on this program they say they will have similar problems.

At my age, who, on the open market would employ me? I know you have the interest of the older people in your heart.

So please help us.

Respectfully,

HARRIET GLYNN, *Senior Aide.*

STATEMENT OF WILLIAM GLYN

I thank the committee for the opportunity to participate. My name is Bill Glyn, age 61 and I reside with my wife in Suffolk County. I am an enrollee with the Senior Community Service Employment Program sponsored by the National Retired Teachers Association and the American Association of Retired Persons. My area of responsibility is Job Development. I work a 25 hour week at the minimum rate of pay.

My joining the program last month was in the nature of a post-dated Christmas present inasmuch as I had been unemployed for the year of 1981 and the prospect of a part-time position was most welcome. I am an early retiree from a New York City firm and receive a small pension. This program is educating me daily in the realization that monies allocated to seniors for the purpose of part-time employment at the minimum wage rate can and does bring forth a 101 percent return on investment. Consider, if you will, the uplift in the spirits of a new enrollee upon receipt of the

first pay check. A weekly take home check of over $60.00 is critical to the majority of their households.

Then, the contribution they make at their place of employment has to be gratifying. Lastly, the agencies themselves will be hard pressed to consider absorbing the enrollees into their budgets. The resultant loss of labor will seriously hinder their functions.

STATEMENT OF IRENE HENDERSON

I am here because I understand that my job and those of others of my generation is in jeopardy because of the cutbacks in Washington.

My name is Irene Henderson. I have worked on the Senior Community Service Employment Program for 4 years. After my school years and before marriage I worked to support myself and help with the rest of my family. During my years of marriage and thru the school years of raising my children, I volunteered my time at the local hospital, did girl scout work, and learned to drive. In the late 70's I realized that I would have to support myself—the world had changed and I was alone.

I found a full time job as a clerk and stayed in that job for 6 years when I was laid off. I was able to survive on unemployment insurance benefits and the minimum Social Security income of $202.00 at age 62. I searched for work and found nothing.

I have lived in Riverhead for over 30 years and I knew that if there was a job available here I would find it. My unemployment benefits were nearing the end. I remembered an old house near the Post Office that was here in town and it had a sign that said "SCSEP." I went down to see what it was all about. I spoke to Roberta Hunter, she took my application, but I wasn't looking for part time work.

Three weeks later I was ready to take part time work. I found that my application was still on file and I was placed a the East End Arts & Humanities Council a non-profit organization. I felt that I was helping the community as well as myself.

Now I am in the office of SCSEP and I have seen the extraordinary efforts to help the people of my generation, not only to find work but helping in many other ways. Ours is a generation raised to believe in the American work ethic. Some of us have been able to retire gracefully on Social Security and pensions. Some of us have not. We must work to supplement our income. SCSEP is what we turn to for help. SCSEP is where we find it. Don't let them cut us off.

WYANDANCH UNION FREE SCHOOL DISTRICT,
MARTIN LUTHER KING, JR., ELEMENTARY SCHOOL,
Wyandanch, N.Y., January 26, 1982.

Congressman THOMAS DOWNEY:
West Islip. N.Y.

DEAR CONGRESSMAN DOWNEY: I would like to inform you of the very necessary role Mrs. Mary Hall, a senior aide under the Title V Program, plays in our school community.

Mrs. Hall is the attendance clerk for the Martin Luther King, Jr. Elementary School. She answers requests for records of transferring students, registers new students to the school and assists the secretaries whenever necessary. Mrs. Hall is very reliable in her attendance and in her duties. She shows a genuine interest and concern for all of the children in our school and goes out of her way to help them in any way she is able. She is also considerate of all staff members as well as the many parents and visitors who come through the office.

The loss of Mrs. Hall would mean a considerable loss to the Martin Luther King, Jr. Elementary School. I would strongly support the continuance of the Title V Senior Aide Program.

Sincerely,

ELLEN BEST LAIMIT,
Instructional Specialist.

AMITYVILLE, N.Y., *February 19, 1982.*

CONGRESSMAN THOMAS DOWNEY: On May 7th, 1979 I was able to gain part-time employment through the Senior Aides Program of the Town of Babylon under Title 5 Senior Community Service program, as contracted with the National Council of Senior Citizens. I was employed as Assistant Director of the Amityville Senior Citi-

zens Center, which is primarily a referral center, however, planned activities are available to those who wish to participate. This has proven to be a very valuable experience which enabled me to move into the private sector and allow another Senior Citizen the opportunity to be employed.

It is my understanding that President Reagan's proposed budget would eliminate Title 5 Senior Community Service employment which is so valuable to and for Seniors. I urge you to vote for the continuation of this program. Part time employment for Seniors is a vital community service—breaks financial hardships caused by fixed income—uses valuable life experiences for the benefit of all.

Respectfully submitted,

MRS. MARY W. MARTENS.

STATEMENT OF ROSALIE B. MURRAY, BABYLON TOWN HALL—SENIOR AIDES

The Senior Aidss Program at Babylon Town Hall—as you know—are people who fill a real need.

My experience with People, over the many years of working in industry enabled me to fulfill a real service for many, many Elderly people in our Community.

I have been responsible for making out applications for almost 1000 of our Senior Citizens over 60 years of age.

I advise them by letter of the help that I can give them in making out the applications for the HEAP or energy program and the IT 214 or Real Estate tax credit from the State.

Both programs really help these people who are mainly on very, very low incomes.

I do the forms for older people who are either afraid, or unable to fill them out. These people speak freely to me as they feel I am one of their peers. The Senior Aide is a great help to any Community! Their experience is invaluable.

I beseech you, Congressman Downey and the other Legislators to work for us to convince President Reagan to Fund this Program—because there is a vital need.

Not only has this program been beneficial for those that we help, but it is also a means of being able to keep my home and be able to keep my head slightly above water.

THE GERALDINE PEDERSON-KRAG CLINIC,
Huntington Station N.Y., February 11, 1982.

Representative THOMAS DOWNEY,
West Islip, N.Y.

DEAR REPRESENTATIVE DOWNEY: As a member of the Geraldine Pederson-Krag Clinic in Huntington Station, I did want bring the following matter to your attention: Mrs. Doris DeVeau, the Librarian, will be losing her position in June due to funding cuts.

I know this is one of many terrible cuts but each is important to fight to keep. Mrs. DeVeau has done a wonderful job maintaining and developing the professional library which means so much to the staff and her loss might mean the end of this facility.

I appreciate your interest and help and I will look forward to hearing from you.

Cordially,

THOMAS E. STONE, PH. D.,
Director, Early Childhood Division.

PREPARED STATEMENT OF SHEDRICK M. WAUGH, JR., AREA SUPERVISOR OF THE NATIONAL RETIRED TEACHERS ASSOCIATION/AMERICAN ASSOCIATION OF RETIRED PERSONS AND THE SENIOR COMMUNITY SERVICE EMPLOYMENT PROGRAM

My name is Shedrick M. Waugh, Jr. I am an area supervisor for the National Retired Teachers Association, the American Association of Retired Persons and the Senior Community Service Employment Program. I am appearing today in the place of Ms. Roberta O. Hunter, the Riverhead project director, who is on maternity leave.

I would like to thank you for inviting me to appear before you and testify on behalf of the Senior Community Service Employment Program.

The purpose of the Senior Community Service Employment Program is to promote useful part-time opportunities in community service activities for unemployed, low income persons who are 55 years of age or older and have poor employment

prospects. It is also a work training program whose ultimate goal is unsubsidized employment for the older worker.

For the program year which ended June 30, 1981, the Riverhead Project had an enrollment of 82 older workers. An additional 28 older workers were enrolled, but left the program for various reasons including unsubsidized employment. Ninety-four percent of those enrolled were at or below the poverty level. Seventy-six percent were women. Sixty-three percent were white. Twenty-five percent were black. The remaining 12 percent were Native Americans, Hispanics and Asian or Pacific Islanders. No Native Alaskans were enrolled. Fifty-three percent had less than a high school education. The average wage was $3.35 per hour. Sixty percent of the enrollees were employed in services to the general community and 40 percent in services to the elderly community. Of that 40 percent, 84 percent are working in senior centers and nutrition sites.

This program year, which reached it's midpoint December 31, 1981, Riverhead had an enrollment of 82 older workers. However, those at or below the poverty level had risen to 97 percent. Sixty-three percent are 65 or older. Female participants remain at 76 percent. Whites dropped to 59 percent while blacks rose to 28 percent. Hispanics, Native Americans, Asian and Pacific Islanders remained relatively constant at 13 percent. Forty-four percent had less than a high school education. Average wage remained at $3.35 per hour and services to the general community and elderly community maintained their 60–40 ratio. It is significant that the number of older workers employed in senior centers and meal sites rose to 87 percent.

Aside from the traumatic effect on the enrollees, a decrease in their limited income and an increase in the unemployment rolls; the following will occur if this program is not funded:

1. Over 60 percent of our enrollees are over 65 and are drawing social security and are also paying into it. If they are not employed, they will continue to draw on an already depleted fund and return nothing.

2. Disenfranchisement of the 60 percent employed in services to the general community, including local, state and the federal government will severly impact existing reduced budgets and result in service curtailment to the taxpayer.

3. Loss of employment to the 40 percent employed in services to the elderly (87 percent of whom serve senior centers and meal sites) will certainly affect the ability of those facilities to operate at their current level and may well force the closing of some locations.

4. Since 97 percent of our enrollees are at or below the poverty level, loss of employment will make them eligible for welfare, food stamps, SSI and other entitlement programs. Another drain on overburdened budgets.

5. All of our enrollees are eligible for unemployment compensation benefits when "laid off." In a recent study done for us by Automatic Data Processing, our unemployment compensation liability was assessed at $5 million. This does not include staff personnel who would receive considerable higher compensation.

To summarize: Our enrollees work and earn a wage out of which appropriate taxes, including social security, is taken. This is not a "Giveaway Program"! No work—No pay! It benefits the entire community as opposed to a small segment. It benefits the enrollee by making him or her a useful, productive member of society; giving them a feeling of self worth and independence. It provides needed income and produces additional revenue in the form of taxes. Lastly, it reduces the drain on entitlement programs such as welfare, SSI and food stamps.

In a study done by Economist Thomas C. Borzilleri, it was found that this program returns $1.15 for every dollar spent. I have always personally felt that, "If it works—don't fix it." What this program needs is funding not fixing. We solicit your good will and endeavor to that end.

Again, thank you for inviting me.

SUBMITTED FOR THE RECORD BY REPRESENTATIVE MIKE SYNAR

GREEN THUMB, INC.,
Bethany, Okla., February 10, 1982.

Congressman MICHAEL L. SYNAR,
Longworth House Office Building,
Washington, D.C.

DEAR CONGRESSMAN SYNAR: Thank you very much for your interest in the Oklahoma Green Thumb, Inc. program. We are a non-profit corporation sponsored by the National Farmers Union that operates employment and service programs for elderly rural Oklahomans in 48 counties in the Eastern two thirds of the state. At the

present time all of our funding comes from Title V of the Older Americans Act through the U.S. Department of Labor and the national Green Thumb. Our main resource for helping older workers is the approximately 500 part-time positions we fund. These positions pay minimum wage and are assigned to weatherization crews, schools, nutrition sites, senior citizens centers and local governments. All workers must be over 55 years old (priority to those over 65) and had income of less than 125 percent of poverty level in the last year. The average age of Green Thumb workers in Oklahoma is 68 years and the average income is approximately $3,500. Sixty (60) percent are women, 14 percent black and 11 percent Native American. We attempt to help as many people as possible to move from the Green Thumb temporary jobs into more permanent unsubsidized positions. Our goal for placements this year is 15 percent of enrollment.

There are 148 Green Thumb workers in your district. They received approximately $582,524.44 in wages and fringe last year. A list of their names and worksites follows.

This year we have several ambitious projects planned. In cooperation with the Department of Human Services, the Conference of Churches, Oklahoma State Univeristy, profit making firms and local service clubs, 275 Green Thumb workers are going to deliver low cost energy conservation technology to 18,000 senior households in the state. It is estimated that this project will save the equivalent of 30,000 barrels of oil and $1,200,000 in fuel costs for the poor, older Oklahomans who will receive the assistance.

A senior job restructuring project will add to our growing relationship with the profit making sector. We hope to increase the small but growing number of firms that have realized that older workers are productive workers.

The senior workers that fill the Title V funded work slots in Oklahoma this year will also be involved in land reclamation, solar energy, and transportation projects.

Thank you again for your interest in the program. Please have your staff call 405–495–6461 if you need more information.

Sincerely,

CALVIN FINCH, *State Director.*

PROJECT "AYUDA" PROGRAM STATEMENT FROM THE SALVATION ARMY SENIOR CENTERS, OKLAHOMA CITY, OKLA.

Project "AYUDA" is under the Association of National Pro Personas Mayores, which is one of the six national contractors to administrate the Title V, Senior Community Service Employment Program. The Salvation Army Senior Centers of Oklahoma City is the state sub-grantee of the title funds.

We have 67 enrollees on the program at this time and 391 seniors have worked with the program during the last three years.

Project "AYUDA" is a state program with sites in Oklahoma City, Tulsa, Lawton and Altus. Enrollees work 20 hours per week and earn $3.35 per hour. All Title V programs in the state confer yearly to insure adequate and equal coverage based on the demographics of the senior population in Oklahoma. (See attached) All Ayuda enrollees are senior citizens who fall below low-income guidelines. They are older citizens, who are poor, who are willing to work.

The goal of the program is to orient or re-orient the older worker to the work field and to guide them into unsubsidized jobs.

As it is difficult for the older citizen on a fixed income to live in today's economy, the work program offers a means of enhancing their incomes as well as their self-esteem and confidence before entering a job-seeking situation in unsubsidized employment.

It is also the program responsibility to work with the private sector and prospective employers on placement of the enrollees.

This has been highly successful, as the private sector employers are beginning to realize the worth of the older workers due to their reliability and accountability to their jobs.

Title V programs place their enrollees in private and public non-profit agencies. Project "AYUDA" gives priority on placement in agencies with direct service involvement. Current agencies with Ayuda enrollees include senior congregate meal sites, Senior Citizens outreach programs, drivers for Senior Transportation (for meals, doctors appointments, grocery shopping, etc.), Multi-purpose Senior Citizens centers, Rural fire dispatcher, JOBS programs for Seniors, pre-schools, hospitals and emergency social service organizations (Fires, family crisis, displaced families, etc.). The loss of Project "Ayuda" and other Title V programs, would not only effect over

800 older workers on the programs in Oklahoma but thousands of senior and citizens who are receiving services through the jobs the funding covers. The impact of the loss of Title V to these individuals receiving services are immeasurable.

It would seem that the United States would not be helping their fiscal position by ending this program, nor would it benefit the State of Oklahoma in its loss, as some other program would have to be created to help these older workers or they will become additions to the already growing unemployment statistics.

In addition to this, something would have to be created to fill the gap when they are no longer in their positions as direct service deliverers to the communities they serve. The off-set in federal dollars alone, by the personnel provided in direct services, probably pay for the Title V programs several times over.

Project "Ayuda" and other Title V programs enhance the quality of life for thousands of Oklahoma Senior Citizens as well as provide a cost effective program, in terms of monies spent vs. service provided.

PROJECT "AYUDA" CASE STUDY

Mrs. K is 67 years old and has a yearly income of $4,896.

She married young and spent her life providing a home for her husband and children.

After all her children were raised and she thought everything was going well, she and her husband divorced. He later died and she was able to draw on his Social Security as she had none of her own.

She had absolutely no experience in seeking a job, as she had never worked outside her home in her life. She was enrolled in Project "AYUDA" in May 1981. She had been working as a receptionist with a social service program. She has attended several training seminars and has recently transferred positions in the program and is working in an outreach position with the nursing home ombudsman program.

She is beginning to feel comfortable with herself as a working person. She still has fears regarding failure and feeling of being inadequate in her job.

Given more time, she will realize her potential, ability and be able to join the work force as a vital and contributing citizen.

Mr. M is a recent enrollee in the "AYUDA" program. He is 72 years old and has a yearly income of $4444.80 from Social Security.

He recently moved to Oklahoma from Texas. His wife died and he moved here at his son's insistence, to live with the son. The son is married and had seven children.

After being here a short while he discovered his son was having marital problems and felt his presence in their home only aggravated their problems. He came to the program to earn additional money to live on his own. His work experience had been working on and around fishing boats.

At the time of his physical for program participation, his doctor stated that he had been treating Mr. M for the last months due to depression from loss of his wife, his move from his home in Texas and the current situation in his son's home. The doctor felt that "AYUDA" was the best medicine possible for Mr. M. Mr. M has been with project "AYUDA" two months. The physical and mental attitude changes in him are obvious. He talks more freely and is gaining his self-confidence. His initial withdrawal from groups and people is changing. His increasing job skills and confidence, can be easily guided toward a better paying, unsubsidized position, if given a chance.

PROJECT "AYUDA" CASE HISTORY

Mrs. J entered the "AYUDA" program March 27, 1979. She was 66 years old and her yearly income was $4100. She was a high school graduate and had worked in her younger years but stopped work to care for her ailing husband.

After his death, she was living on her social security alone and felt she needed to find a job. She had been out of the work force and home-centered for so long that she lacked the confidence to return to work.

She came to "AYUDA" because she did not feel threatened by "younger people competing for jobs or being turned down because she was too old."

She started as an outreach worker in a senior center. She attended training sessions regarding job stress, job opportunities; Seminars on transactional analysis, orientating supervisors and private counseling with a psychologist.

Her work evaluations were excellent and reflected her growth in self-confidence in herself as a worker and as a person.

She was terminated from the program in January 1981. She was hired into an outreach position with a mental health center.

She is still in that position and her supervisor praises her work with clients and her competent, professional manner in her job.

Mrs. C entered the program April 10, 1979. At the time she was 69 years old. Her yearly income was $2785.08.

It had been over ten years since she had worked and that job was working in a dry cleaner store doing alterations and repairs.

She was unsure as to what job she could do but was willing to try.

During her time on Project "Ayuda", she was at several host agencies, one of them a junior college.

Mrs. C had completed the ninth grade and quit, but with prompting from the project and from the junior college, she returned to school.

She completed an Associate Degree in Gerentology and had a totally different outlook on her own ability. With program support and backing, Mrs. C is now an activities director for a private senior center and making a substantial salary. She is 71 year old and is an active contributing member of the Oklahoma work force.

SENIOR COMMUNITY SERVICE EMPLOYMENT PROGRAM,
Oklahoma City, Okla., February 23, 1982.

Congressman MIKE SYNAR,
1713 Longworth House Office Building, Washington, D.C.

DEAR SIR: Thank you for your inquiry about the Senior Community Service Employment Program in Oklahoma.

The Oklahoma Site is funded for 80 Enrollees. The office personnel consists of one Project Director staff member. Enrollees are used as Job Developer, Secretary and Senior Aide. All applicants are kept in active files until they are employed, or if eligible, Enrollees on the Senior Community Service Employment Program.

All Enrollees meet the guidelines of the Department of Labor for the economic disadvantaged.

With the exception of the site office, all Enrollees are placed with host agencies for on-job training, after they have had a physical examination. They work 20 hours a week, most with few exceptions at minimum wage or not to exceed $3.50 per hour without approval of the National Director. A large percentage of Enrollees are placed with agencies serving the needs of the senior population. All are placed in non-profit agencies to upgrade or acquire employable skills.

Since July 1, 1981 to the present, the Oklahoma Site has placed 38 Enrollees in unsubsidized employment. We have placed 18 former Enrollees in the public sector and 116 Non-Enrollees. Our program offers not only on-job training for Enrollees, but needed help for agencies helping people.

Enclosed is a History #101 of the Senior Community Service Employment Program and a chart of our structure.

Sincerely,

BETTE RUSSELL, *Project Director.*

Enclosure.

101 HISTORY

In 1969, NRTA-AARP was one of five national contractors designated by the U.S. Department of Labor to operate a job training and employment program for unemployed and underemployed disadvantaged persons 55 years and older. In addition to providing a source of income for the enrollees, the program demonstrates that these people, who may be considered unemployable, have much to offer employers in the public and private sector.

Originally under Operation Mainstream, a pilot program, Senior Community Service Aides Project was developed. Through expansion came a new funding source, Title IX of the Older Americans Act and a slight name change to Senior Community Service Employment Program.

The NRTA-AARP program began in 1969 with $739,000, there were six project sites and a total enrollment of 313. In 1981, under Title V of the Older Americans Act of 1965, as amended, we have 101 project sites and 7,000 enrollees with an annual budget of $37 million. These figures illustrate a positive response to the increasing needs of America's older workers.

The major objectives of this project are to meet two real and pressing needs commonly experienced by elderly, low-income persons who have poor employment prospects. These are (1) the need for additional income and (2) the need to regain a sense of involvement with the community and the mainstream of life generally. This project is designed to continue to meet both of these needs simultaneously through the

establishment of federally subsidized part-time, community service employment positions for such persons, and the provision of training opportunities to enhance their possibilities for finding employment in the private and public sectors.

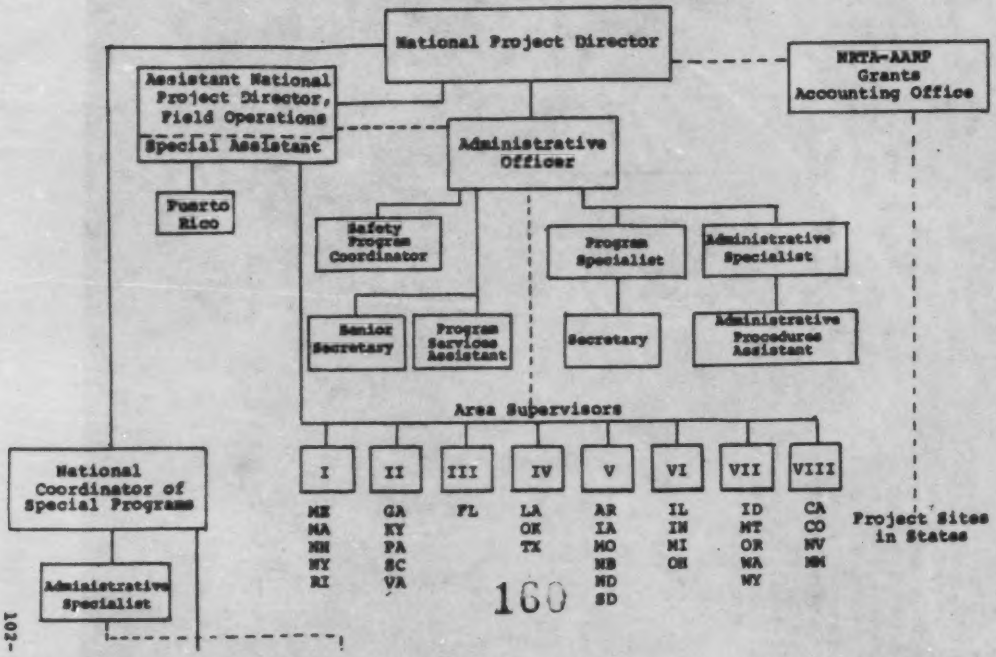
Unique among the current 8 national grantees and 50 state SCSEP sponsors, are the goals our organization has maintained through the years. Since current SCSEP legislation does not adequately provide enough jobs for those seeking employment, it is our belief that only by transitioning enrollees into unsubsidized positions in the public and private sectors, are we properly fulfilling our commitment to serve as many economically disadvantaged people as possible. Our success rate has been excellent and is a distinction our National Project Director values highly. At the same time, we are committed to the human factor as well, maintaining the goal of enrolling the most needy.

In a time of less emphasis on spending and greater visibility under the public eye, we are confident of out past contribution to the nation's poor elderly and look forward to continuing in that positive role.

93-582 O - 82 - 11

NRTA-AARP

Senior Community Service Employment Program



SUBMITTED FOR THE RECORD BY REPRESENTATIVE TOM LANTOS

CATHOLIC SOCIAL SERVICE OF SAN MATEO COUNTY,
San Mateo, Calif., February 19, 1982.

Congressman TOM LANTOS,
Longworth Building, Washington, D.C.

CONGRESSMAN LANTOS: Concerning the upcoming hearings regarding the Title V Senior Employment Program, we wish to go on record as supporting the continuation of this valuable Program.

We currently have several Title V workers placed in our agency and have hired others from the Title V as permanent staff. The Title V Program is of great benefit both to the agencies that contract for Title V workers, and to the Seniors who receive much needed employment through the Program.

Please don't let this Program die.

Sincerely,

LYNNE ANKER,
Director, Senior Services.

COUNTY OF SAN MATEO,
San Mateo, Calif., February 23, 1982.

Hon. TOM LANTOS,
Longworth House Office Building,
Washington, D.C.

DEAR TOM: My job with Title V is threatened to end fiscal year 1983. I am assistant to John Forrester, Director of the Senior Medication Education Program of San Mateo County. I cannot sufficiently emphasize the exiting great need in this county for this specific program.

To illustrate this need let me give you a few brief facts:

People 55 and over compromise 11 percent of the U.S. population. The elderly consume about 22.5 million prescriptions per year of which about 180 million are mind altering drugs. Many of those who prescribe for them may not be adequately prepared to do so. In 1970, 48 of 99 medical school catalogs made no mention of Geriatrics. Of 20,000 medical school faculty, only 15 were identified primarily with Geriatrics. (Issued by the Drug Prevention/Intervention Program for the Ageing, Drug Program Office, San Mateo County.) In nursing homes, older Americans take 7-10 drugs each day given by untrained personnel resulting in adverse effect.

Since its inception a year ago, SRX has served approximately 6,000 seniors from a total population of 593,100 or 125,180 which represents 21.1 percent.

I trust you will exert your best effort to persuade the Budget and Appropriations Committee to continue money for the Older Americans Work Program. I can only speak for myself, but I feel strongly for all the rest of the 54,000 seniors who depend on this small salary to meet living expenses.

Sincerely,

HOPE ARAGON.

BOARD OF SUPERVISORS,
COUNTY OF SAN MATEO,
Redwood City, Calif., March 4, 1982.

Hon. TOM LANTOS,
Member of Congress,
Longworth House Office Building,
Washington, D.C.

DEAR TOM: The members of the San Mateo County Board of Supervisors strongly support the retention of the Title V Older Worker Program.

Because of inflation, the rising cost of living, and the reduction in vital social services, it is imperative that senior citizens have the opportunity to work and supplement their pension or Social Security. This program is of particular interest at the present time, when the continuance of employment into the retirement years appears to be one of the contributing factors in the maintenance of income at adequate levels.

Title V programs provide the only opportunity for employment for the often discouraged older worker. This program also demonstrates that employment with ap-

propriate job planning and effective in-service training, can result in able employees whose output enhances productivity.

The older worker benefits in terms of income, increased self-esteem, opportunities for socialization, upgraded learning abilities for further employment as well as for personal growth and development.

Additional success for the program is obtained when greater numbers of workers are transitioned into nonsubsidized employment. Careful and selective placement, broader dissemination of information concerning available employment, specific federal guidelines would also be effective in this transitioning.

I believe the program is worthy of continuation and support, and that with some strengthening, will become a program leading toward independent well-being for many older people.

Sincerely,

EDWARD J. BACCIOCCO, Jr.,
Chairman.

SAN MATEO, CALIF., *March 16, 1982.*

DEAR MR. LANTOS: Please do not allow the Senior Community Service Employment Title V to be cut from the Federal Budget. This program provides much needed work and rehabilitation for all involved, and it is beneficial for the entire community.

A close relative of ours is employed by this program, and we therefore have solid knowledge of its effectiveness.

Thank You,

GREGORY AND ROBERTA COX.

DOELGER SENIOR CENTER,
Daly City, Calif., March 11, 1982.

Congressman TOM LANTOS,
Longworth House Office Building, Washington, D.C.

DEAR CONGRESSMAN LANTOS: The Title V Older Worker Program is a vital part of the services at the Doelger Senior Center in Daly City. We are *very* fortunate to have Juna Lutz, a Title V Worker as part of our staff.

Juna serves as our supervisor for the reception area of our center. Her administrative abilities along with her pleasant personality add much to the success of this center.

Not only have we been fortunate to find such a resourceful and well trained worker, but we also have been able to provide Juna with new learning experiences and training which will be useful in any future endeavors.

I strongly urge that monies be made available to continue the Title V Older Worker Program which has been so successful for all those involved. This program has provided the means for agencies such as ours, to hire these valuable and resourceful individuals who without this program would be forgotten.

Thank you for your time and interest.

Sincerely,

PAM DEATON.

MARTIN LUTHER KING CENTER,
SENIOR EMPLOYMENT PROGRAM,
San Mateo, Calif., February 23, 1982.

SELECT COMMITTEE ON AGING,
Congress of the United States, House of Representatives, Washington, D.C.

DEAR COMMITTEEMEN: We received a letter informing us that the President's new budget requests no money for Title V program for fiscal year 1983 which will cause over 54,000 jobs to be discontinued this fall.

If the President refused to request money for Title V program for fiscal year 1983, he is refusing a basic need for the needy. We do what we can to economize. We use no more help than we need, we waste no food, we do any thing that we think will contribute to the good of the program. We want to give our full cooperation to the President's program.

We don't think that the President has been advised of our situation. We would like to point out to this Committee that we found hope out of despair in Title V

program for fiscal year 1983. If it is drastically cut, we will face despair once more. It would be devastating to the employees and the Seniors.

We need people from Title V program for their professionalism and dependability. We think that the service would be a disaster without them. They care. They give love and friendship to.

We appeal to this Committee to keep Title V program for fiscal year 1983 intact.

Respectfully,

MARIA FITZPATRICK, *Manager.*

DEPARTMENT OF HEALTH SERVICES,
COUNTY OF SAN MATEO
San Mateo, Calif., February 19, 1982.

Hon. TOM LANTOS,
Longworth House Office Building, Washington, D.C.

DEAR CONGRESSMAN LANTOS: At this time, I am urging you to do everything within your power to defeat the elimination of the Title V Program. This program is a good vehicle for seniors who have paid their dues to society. It gives them a way of making a valuable contribution to our society and also trains them to find new ways to be active in working with their peers. In San Mateo County, 21.1 percent of the population are seniors.

At present, a bilingual woman has been assigned to work with the Senior Medication Education Program. In her work, she will play a role of educating seniors regarding good management of prescription and over-the-counter medications. They would also be educated in order that there would not be a lack of information or breakdown in communication between them and their physicians, and therefore curtail them from ending up in an emergency ward or in long term care.

I sincerely hope that you and your colleagues will certainly do everything to make sure that the Title V Program is not eliminated. If I can be of any assistance, please feel free to contact me.

Respectfully,

JOHN FORRESTER,
Coordinator for Prevention/
Intervention for the Aging.

RETIREMENT JOBS INC.,
Menlo Park, Calif., February 19, 1982.

Hon. THOMAS LANTOS,
Longworth House Office Building, Washington, D.C.

DEAR CONGRESSMAN LANTOS: The purpose of this letter is to support the effort to continue the Title V, Older Americans Act program—Senior Community Service Program—in its present form.

As a private non-profit employment referral agency serving the older working population in the San Francisco Bay Area, we have had very close working relations with the San Mateo County Title V program. As a sub-grantee of the National Council of the Aging and the California Department of Aging, we have administered the jointly funded program with a single Project Director (90 enrollee positions).

Additionally, our five employment referral offices for older workers (55+) in San Mateo County are staffed entirely by Title V enrollees. The community services afforded by these offices which we hope to augment and strengthen by the addition of volunteer staff would, of necessity, be closed down if the Title V program is discontinued. This would be a great loss, particularly during a time of increasing unemployment when we should be making every effort to return willing and able older persons to the work force.

Sincerely,

ARVID W. FRANK, *Administrator.*

TOM LANTOS,
Longworth House Office Building, Washington, D.C.

DEAR TOM: Let me add my voice to object to Reagan's refusal to allocate funds for Title V for the fiscal year of 83. The program serves an important part of senior survival in today's economy.

Retirement Jobs fulfills a vital need in finding jobs for those over 55. We do not want the program to stop.

Thank you, Tom, and good luck. Our prayers are with you.

Respectfully,

ROBERT GAMBLE.

SERVICE LEAGUE OF SAN MATEO COUNTY,
Redwood City, Calif., February 22, 1982.

Congressman TOM LANTOS,
Longworth House Office Building, Washington, D.C.

DEAR CONGRESSMAN LANTOS: For a number of years our Agency has benefitted from the participation of Title V employees as part of our staff. Currently we have two people through Title V. They are a gentleman who supervises G.E.D. tutoring volunteers in the county jail, and a lady who performs receptionist and secretarial duties.

Because of these employees our Agency is able to better serve the community. The tutoring has prepared a number of jail inmates to better cope with the world of work upon release. The clerical assistance means that our Agency with its small staff and tight budget can free up staff for direct client counseling services. However, I do believe the most important value of Title V is what it does and what it means to the two participants. First of all, both individuals very much need to supplement their income. Inflation and the high cost of living in this area make it impossible to maintain a reasonable existence with the kind of income they would have. Earning a salary has meant much to increase self-respect and some allowances for the little extras everyone needs. The other area of gain for these individuals is in knowing that their skills are of value and very much needed by society, and particularly this community. This is certainly the case here, where we have seen a great increase in the general well-being in these individuals.

We strongly urge that you and your colleagues do all you can to keep this valuable program going. Our older citizens and our communities stand much to gain with its continuation and much to lose should Title V be discontinued.

Thank you for your interest.

Sincerely,

ELIZABETH GHELETA,
Executive Director.

THE ELVIRITA LEWIS FOUNDATION
FOR GERIATRIC HEALTH & NUTRITION,
Soquel, Calif., February 23, 1982.

DEAR CONGRESSMAN LANTOS: As you know the Leo J. Ryan Intergenerational Child Care Center is dedicated to independence for older persons by providing them with meaningful employment and supplemental income teacher aides in our state as funded child development center. The benefits to the older worker are personal and psychological as well as financial and practical. The employed older person feels a new sense of self esteem for the tangible and valuable contribution they are making to the life of their community. The additional income assumes increasingly significant dimensions in these inflationary times.

Motivated though they may be to work, many older persons lack the job skills or recent job experience to land a new job. Programs like ours and the Title V Older Worker Program provide much needed training. Right now we are training one title V worker who will be fully employable as a teacher aide in a year's time and likely to be hired here or at some other child care program.

Please fight to maintain funding for this important program. Older people have great contributions to make and want to continue to be a part of the economic life of their community.

Sincerely,

PATRICK GINNANE,
Director, Leo Ryan C.C.C.

COMMISSION ON AGING,
SAN MATEO COUNTY,
Daly City, Calif., February 18, 1982.

Congressman TOM LANTOS,
1123 Longworth Building, Washington, D.C.

DEAR TOM: There isn't a dull moment ever, this threat to Title V Older Worker Program is unbelievable. We have encouraged older persons to remain active in the work force and provided the procedure for this, then to pull out without another proven plan is unjust to say the least.

We will loose a very competent receptionist and two Retirement Jobs Incorporated workers. They will be greatly missed in our community.

The Title V Older Worker Program has provided so much to enhance the lives of thousands of older persons. Please do whatever is necessary to preserve it.

Sincerely,

MIRIAM L. GHOLIKELY, *Commissioner.*

REDWOOD CITY, CALIF., *February 17, 1982.*

Hon. TOM LANTOS,
San Mateo, Calif.

DEAR MR. LANTOS: For the past year we have been hearing that our President will not do anything to curtail programs affecting the elderly.

To our dismay the programs he has advocated and pushed in the Congress seem to be the very ones to hurt this group the most.

I am talking specifically about the Senior Community Services Program which helps older people without sufficient funds to work for a minumum wage to help other programs which are of service to the elderly and poor, such as the senior nutrition program, nurseries, etc.

Are you, as our representative, going to succumb to his brandishments again, or can Congress reassert its independence and thwart his desire to harm all those who do not have the money to affect his plans.

What could be more heroic, in its way, than older people working for the enhancement of their income, and, at the same time helping others. Is not that what the President is urging us to do, yet he has, apparently slated this program to be defunded.

I am hoping you can stand up and be counted among those who will keep this program going, and can gather others with you who will do the same.

I am 72 years old and blind.

Sincerely,

EUGENIE E. GREER.

REDWOOD CITY, CALIF.,

Mr. TOM LANTOS,
Washington, D.C.

DEAR CONGRESSMAN LANTOS: I am presently employed under Title V a Program for Older Workers, and really enjoy my job.

My job has provided me with the human contact that I needed, therefore with the experience I've had in the past, enabled me to help people with problems. The hours are fine. So with the opportunity to be useful, and active and have a little income gives me a very good feeling.

I feel sure the task will not be easy for you, but please take a firm stand on our behalf. If 54,000 more elderly unemployed it would be a disaster.

Thanking you in advance for your intercision.

I remain,

GERTRUDE HAWTHORNE.

RETIRED SENIOR VOLUNTEER PROGRAM,
SAN MATEO COUNTY COMMUNITY COLLEGE DISTRICT,
Menlo Park, Calif., February 19, 1981.

Congressman TOM LANTOS,
Longworth House Office Building, Washington, D.C.

DEAR CONGRESSMAN LANTOS: I am writing to you to express my deep and abiding concern that funding for the Title V, Senior Community Services Employment Program may be reduced or eliminated.

I remember all to well the feelings of desolation at a time not so many years ago when I was unemployed. Although, at that time there were many jobs available I was unqualified for most and almost all refused to take a trainee. That situation still exists today. Companies and agencies want trained people. My experience has also been, and I have worked with large groups of unemployed persons, that when one is employed the chances of acquiring a better or more secure job are greatly enhanced.

Three Title V enrollees have worked for me. This program came along at a time in these people's lives when their situation had become desparate and there seemed to be no place to go. The program does much more than provide minimal, yet badly needed financial assistance to more than 150 persons in San Mateo County annually. It gives these individuals responsibility and the opportunity to regain control over their lives.

The agencies who contribute the supervisory time needed to guide the development and training of these enrollees benefit as well. Since most of these agencies provide essential human services and operate on limited budgets with "barebones" staffing, the work of the enrollees has a rippling affect by helping the agencies provide literally millions of hours of service to elderly, low-income, and disadvantaged persons. The enrollees I have had work for me have been sincere. When problems have arisen, the program has dealt affectively with them.

Given the population demographic trend and social problems facing this country, not to provide a mechanism by which older persons can gain entry into the trained, skilled job market, and that is what this program does, is an unforgiveable absence of rational judgement. To curtail or eliminate this program would be to ignore the impact on society as a whole, in the long run, of a truely substantial population of older unemployed adults.

Congressman Lantos, I strongly urge you and your colleagues to give this matter serious consideration. What may appear economically expedient today may well prove, before the end of this decade, to be both economically and socially catastrophic.

Respectfully,

DENNIS R. LA BUDA, *Director.*

EMPLOYMENT DEVELOPMENT DEPARTMENT,
San Mateo, Calif., February 16, 1982.

Hon. TOM LANTOS,
Longworth House Office Building, Washington, D.C.

DEAR CONGRESSMAN LANTOS: I am writing to urge your support to restore funds for the Title V program. During this period of economic unrest and high unemployment, the Title V program is the one last hope in assisting our seniors gain a bit of self-respect and self-worth as contributing members of society.

Our agency has two seniors in our program. We have enjoyed our relationship with the Title V program operations and would feel a loss to the community if funding is not restored.

All the cuts in the employment and social programs have adversely affected those of us who must administer these programs as well as the public we serve.

I am encouraged to know that you are supportive of this valuable program.

Sincerely yours,

STEPHEN F. LEE, *Manager.*

SAN BRUNO, CALIF., *February 19, 1982.*

Congressman TOM LANTOS,
Longworth Office Building, Washington, D.C.

DEAR CONGRESSMAN LANTOS: I enjoyed your Feb. 13 Town Hall meeting in Brisbane and, secondly, to make sure we are on the same wave length I am writing to

you regarding the Senior Citizen Employment Program in San Mateo County directed by Helen Jones.

Budget cutting seems to be the hottest thing in Washington these days but you simply do not amputate the leg because of a sore toe. For the minimal wage of $3.35 per hour, limited to 20 hours per week, the individual and community benefits are incalculable. Apart from the financial lift that this token wage gives the individual the creditability of the emotional and psychological factors cannot be discounted. To be needed, useful and working is what man and his social order is all about. The social order is not a grandiose or bloated military budget which will produce nothing but an autocratic and an arrogant military clique or, pork-barrel projects for the sake of projects. I am also sure that you are aware of the full statistical impact of the program on the individual and the community from other sources.

It pleases me that you and Representative Claude Pepper are in harmony in this matter. Representative Pepper has been in the forefront of much legislation benefiting the elderly, and I have every confidence that both you and he can muster enough support to carry out the intent of the previous Congress.

Respectfully,

ANDREW J. LOS.

DOELGER SENIOR CENTER,
Daly City, Calif., February 22, 1982.

Mr. TOM LANTOS,
Congress of the United States, House of Representatives, Washington, D.C.

DEAR CONGRESSMAN LANTOS: I started working at Doelger Senior Center in October 1981 through the Senior Community Service Program (SCSP)—Title V—and this position has been an absolute Godsend for me.

I needed a supplement to my Social Security which amounts to $351.00 per month, my sole income. This job has provided security for me and, in turn, I am helping other seniors to lead more active and useful lives.

Through the Doelger Senior Center, I am entitled to take a course in Income Tax preparation called VITA (Volunteer Income Tax Assistance) to Senior taxpayers in filing their returns—March through April 14th. Also, May through August, I will be preparing Homeowner Rental Assistance.

I sincerely hope many others will write a letter to save this excellent program for the Seniors.

Sincerely,

JUNA E. LUTZ.

MARCH 10, 1982.

My name is Carole Malekos.

I feel the Senior Community Service Employment Program is a worthwhile program.

I feel that these Senior Job Programs are a valuable asset to the taxpayers of San Mateo County and provides psychological stimulation for the elderly and disadvantaged who are employed in these programs.

My mother is one of these valuable assets.

This is one federal program that should not be abandoned.

Please help us to continue this fight to keep this "ax from falling".

Thank you.

MRS. CAROLE MALEKOS.

MARCH 10, 1982.

My name is Hazel F day.

I am a Senior Citizen currently involved in the Senior Community Service Employment Program.

I feel that these Senior Job Programs are a valuable asset to the taxpayers of San Mateo County and provides psychological stimulation for the elderly and disadvantaged who are employed in these programs, such as myself.

This is one federal program that should not be discontinued.

Please help us to continue this fight to keep this "ax from falling".

Thank you.

Mrs. HAZEL FRIDAY.

MARCH 10, 1982.

My name is Tom Woolway.

I feel the Senior Community Service Employment Program is a worthwhile program.

I feel that these Senior Job Programs are a valuable asset to the taxpayers of San Mateo County and provides psychological stimulation for the elderly and disadvantaged who are employed in these programs.

This is one federal program that should not be abandoned.

Please help us to continue this fight to keep this "ax from falling".

Thank you.

TOM WOOLWAY.

COASTSIDE ADULT DAY HEALTH CENTER,
Half Moon Bay, Calif., February 19, 1982.

Mr. TOM LANTOS,
Longworth Building, Washington, D.C.

DEAR MR. LANTOS: the Title V Program is of great value to the Adult Day Health Center. Our Center is required to have a Program Aid by the State of California Dept. of Health Services Title 22 of the California Admin. Code.

We are employing our Program Aide under the Title V Program. We feel that the Program Aide will be a good role model for the other Seniors in the Center, in addition to being essential to the program.

The elderly should live in the communities that they helped to build, and the Title V Program makes this financially possible.

Thank you for your efforts to persuade the Budget and Appropriations Committees to continue money for the Older Workers Program.

Sincerely,

LESLIE MEYER, *Administrator.*

REDWOOD CITY, CALIF., *March 17, 1982.*

DEAR TOM: I hope it's not too late to write in favor of preserving the Title V Older Worker Program. I have worked at an agency that employed a Title V worker. He was very dedicated and added to our Center. The income they receive is also crucial for modern day life.

Thanks.

RHONDA PRESS.

MOSS BEACH, CALIF., *March 15, 1982.*

Congressman T. LANTOS,
San Mateo, Calif.

DEAR CONGRESSMAN: For eighteen months I have received income and gained training through the Title V program via Senior Community Service Program in San Mateo County.

At age 55, a mother of six children who had never worked in an office, with arthritis so that physical labor jobs were closed to me, I was hard core unemployed when I finally turned age 55 and was eligible for this program.

I now have training as a medical receptionist and good references.

As a voter and as a thrifty mother I feel this is a good program and that it should be extended to others as distressed as I was.

President Reagan has not allocated funds for this program in his fiscal year 1983 Budget Request. Please help this oversight.

Sincerely,

JACQUELINE ROBINS.

FAIR OAKS SENIOR CITIZENS DEVELOPMENT CENTER,
Redwood City, Calif., February 22, 1982.

Congressman TOM LANTOS,
1123 Longworth H.O.B., Washington, D.C.

DEAR CONGRESSMAN LANTOS: Thank you for requesting my statement regarding President Reagan's proposed elimination in 1983 of the Title V Program.

During the last five years our Senior Center has provided over twenty older Americans an opportunity to be gainfully employed while assisting frail and low-income seniors in our city.

I can't begin to tell you how desperate for work some of these seniors had been prior to finding the Title V Program. One sixty year old woman who had worked successfully as a Physical Therapist in Europe and the United States had been seeking work for nine months unsuccessfully after an automobile injury had caused some disability.

She came to our program and at the time unknown to us, she had been without food for three days and had no money for rent.

This person is only one example of the types of situations in which many hard-working older Americans find themselves. We have provided these people an opportunity and they in turn have given back again to their community.

During their placement in our program we have provided additional training for them through adult education and community college course here at the center. Through these efforts, we have been able to transition five or six individuals into our permanent staff. We have literally built our senior service program with Title V participants.

Others that have left our program have found other employment opportunities because of our training and work references. It would be criminal to eliminate this type of program for the nation's elders.

Thank you so very much Congressman Lantos, for your continued efforts to provide an opportunity for all older persons to live and work during their final years with dignity.

Very truly yours,

SALLY A. SALINAS, *Center Director.*

DALY CITY, CALIF., *February 22, 1982.*

Congressman TOM LANTOS,
1123 Longworth Building, Washington, D.C.

DEAR CONGRESSMAN LANTOS: I Sarah Trim, of Daly City, California am a Title V employee at the Daly City Office of Retirement Jobs Inc., and I am greatly concerned about the prospect of being without work.

My concern is not just for myself alone, but for the many individuals who came into our office seeking employment.

The nation's unemployment rate is at an all time high, I think to add 54,000 more workers to the unemployment rolls, would not be economies.

Please try to keep Title V older workers program alive.

Sincerely yours,

SARAH TRIM.

REDWOOD CITY, CALIF., *March 16, 1982.*

Hon. TOM LANTOS,
1123 Longworth Office Building, Washington, D.C.

DEAR TOM: As your constituents (I and Mrs. Ward) are writing to you RE the abolition of Title V.

In preference to this communication I wish to state that I and my Wife are Senior Citizens, both disabled and are registered Democrats here in San Mateo County. We like millions more in our age bracket are on a fixed income, mine deriving from Social Security and Veterans Benefits, my Wife does not enjoy the latter.

We were horrified by the contemplation of the abolition of Title V and the callous indifference as displayed by the present Administration regarding the Senior Citizens. The small income derived by Title V does not only aid the elderly in their twilight years but would also contribute a sense 'of belonging' and a staunch will to fight the inflationary morass this country is walling in aided and abetted by the obscenely high interest rate and other serious defects.

In my humble opinion if the President would cease and desist his much to be desired rhetoric, stage mannerisms that he failed so miserably to learn in "Tinsel Town" (Hollywood) as a mediocre actor and get down to business at hand this great Nation's troubles would be over.

When you were compaigning here in Redwood City we had the honor of meeting Mrs. Lantos at our front door with a stroller, the number of children in the latter escapes my memory.

"Keep Punchin", we are all behind you.

With admiration and respect,

NORMAN A. WARD.

SUBMITTED FOR THE RECORD BY REPRESENTATIVE RON WYDEN

GREEN THUMB, INC.,
Salem, Oreg., February 23, 1982.

Hon. RON WYDEN,
Longworth House Office Building, Washington, D.C. 20515

DEAR CONGRESSMAN WYDEN: Your telephone call informing us of the February 25th hearing of the Select Committee on Aging was very much appreciated.

This is in response to your request for a written statement relative to adverse effects that would result in Oregon if the Title V Senior Community Service Employment Program were discontinued.

Green Thumb, operating in the rural areas of Oregon, has 316 of the 765 SCSEP allotted slots in our state. In the interest of brevity and to obviate duplication of testimony that may be submitted by other SCSEP sponsors, I will confine remarks and supporting data to Green Thumb's operation in Oregon, particularly as it applies to the current project year. Our fiscal year and current project year began July 1, 1981.

We have always emphasized the many positive aspects of the Green Thumb program. Nevertheless, to comply with your request, we will state the negative results that would immediately ensue if the Green Thumb program were discontinued. These are the facts:

The unemployment roll in Oregon would be increased by 335 senior workers. This figure represents our current enrollment which is higher than Green Thumb's allotted slots of 316. This is possible through savings in administrative costs which are then transferred to worker wages for additional hirings.

Approximately $1,500,000 annually would be lost to local communities, the wages presently being spent by Green Thumb workers.

The loss of $86,650 paid into the Social Security system as FICA taxes.

The loss of $21,280 paid to the State of Oregon as withholding taxes.

The loss of $37,895 paid to the Federal Government as withholding taxes.

There would be a substantial drain on Oregon's reserves for unemployment payments.

Most of the 335 senior workers would be forced to go on welfare, which to these proud and independent people would represent a loss of dignity. Resulting trauma would lead to illnesses causing many to enter tax supported facilities for care and treatment.

Green Thumb is presently training and finding unsubsidized employment for 30 percent of its workers. This highly productive placement effort would cease if the program where to end.

Weatherization of homes for qualified low-income people would be greatly reduced and consequently disruptive to energy conservation. Green Thumb crews weatherize about 1,000 Oregon homes each year.

The impressive image of Oregon highways, rest stops and parks along highway rights-of-way would be down-graded without the services of the Green Thumb work crews assigned to the Highway Division.

The same, as above, would apply to the many Park and Recreation Districts where Green Thumb crews are assigned to beautification projects.

An important project for recycling glass, metals and paper products with earnings used for the benefit of handicapped children would be terminated . . . also a severe blow to conservation.

In-home care for the handicapped and the frail elderly would be seriously reduced without the help of 50 Green Thumb outreach workers. This would cause an overloading of Oregon convalescent facilities as these people would be forced to receive care away from their homes . . . an additional burden for taxpayers.

Nutrition programs at senior centers and delivered meals to needy shut-ins would be curtailed with the loss of 46 Green Thumb workers in this endeavor.

Green Thumb workers are assigned to 175 host agency projects throughout nineteen counties in Oregon. The coverage of services to rural communities is very broad and, in addition to those mentioned above, Green Thumb workers are assigned to: Soil & Water Conservation Districts, Environmental Protection Agencies, School Districts, Community Colleges, State Employment Division offices, fairgrounds, museums, food production and gleaning projects, child care centers, work on Indian Reservations, police and other city departments, hospitals, libraries, legal aid services, American Red Cross, Foster Grandparents programs and nursing homes.

On behalf of the entire Green Thumb organization I wish to thank you for the opportunity to submit this testimony.

Sincerely,

JOSEPH G. EVANS,
State Director.

EAST CENTRAL OREGON ASSOCIATION OF COUNTIES,
Pendleton, Oreg., January 14, 1982.

Congressman RON WYDEN,
1440 Longworth House Office Building, Washington, D.C.

DEAR CONGRESSMAN WYDEN: The Oregon District 12 Area Agency on Aging, by formal resolution, made on January 13, 1982, herein, requests that you as one of our official voices in Washington, D.C. take a firm stand in opposition to the proposed Office of Management and Budget "phase out" of the Title V Senior Community Services Employment Program (SCSEP). Should that program be phased out, the part-time jobs for 77,000 older workers nationally—796 older workers in Oregon will be eliminated? The loss to Oregon alone will be very detrimental to many social services and general community programs, and at a time when funding for those programs is dwindling significantly. Such losses would be especially severe in the rural areas of Oregon where employment dollars are not available and where these dedicated older workers provide irreplaceable assistance in Senior Centers, Senior Nutrition Sites and in many other alternate care programs for the elderly and handicapped.

The Oregon unemployment ratio today is at 11.4 percent. The loss of the Title V Jobs would push that percentage upwards and would be devastating not only to the many services their jobs provide but to the older workers, the vast majority of whom will in all likelihood find it impossible to locate other employment for themselves in today's job market.

We often wonder, as we know you do also, just how much the Federal Government expects the older people in this country to be able to take in the upward spiral in the cost of living and the downward spiral in their expendable income.

We, again, urge you to support the maintenance of the Older Americans Act Title V Senior Community Services Employment Program (SCSEP).

Thank you for taking the time to read our letter.

Sincerely,

PAUL JONES, *Chairman.*

EAST CENTRAL OREGON ASSOCIATION OF COUNTIES,
Pendleton, Oreg., February 26, 1982.

Congressman RON WYDEN,
Longworth House Office Building, Washington, D.C.

DEAR RON: Enclosed on separate sheets are some facts concerning the potential loss of the Senior Community Services Employment Program (SCSEP—Title V) of the Older Americans Act in a portion of Oregon.

As you know so well, Ron, the economic conditions in this nation are so serious just now as to border on depression, especially out here in the Northwest.

It seems strange that the administration would consider closing out the Title V Employment Program when the Seniors, many of them handicapped, working on it are, either near or below the poverty level and in all probability, very many of them will end up on the Welfare rolls, simply because there are no other jobs.

The impact of the loss of these workers on the many agencies and programs they serve will be crushing. Our District 12 Area Agency on Aging alone will lose eight (8) nutrition employees and force a serious cut-back in our congregate and home-

delivered nutrition program. The loss of those (SCSEP) employees salaries would amount to more than $31,000 which augments our $111,534 Title III Nutrition Budget. This Fiscal Year (July 1, 1981–June 30, 1982) we will serve about 90,000 senior meals to more than 8,400 seniors from 16 local communities in District 12 (Gilliam, Grant, Morrow, Umatilla and Wheeler Counties).

If there is anything you can do to help save the SCSEP Program, it will be greatly appreciated by the Senior Citizens who will be able to continue employment and by the communities they serve.

Thanks for your time and consideration and most of all, your help.

Sincerely,

ROLLIN H. REYNOLDS,
Area Agency on Aging.

FEBRUARY 26, 1982.

The results of losing the Title V Program in Columbia County will effect twenty-three (23) positions in the area Agency on Aging. These position losses include:

Assistant Cooks, transportation dispatcher.

Manager of sales outlets; several provide very technical skills in problem programs and work hours in overtime to assist.

At least ¼ of A.A.A. Programs will be cut out and will seriously cripple the program for Senior Citizens due to the over $80,000 in budget cuts.

Many Senior Citizens will have to go back on Medicaid and Welfare.

These are just a few of the positions that are of the utmost importance to not only Title V Program, but also, to the Senior Citizens who depend on this for livelihood, independence and self-respect.

ROLLIN REYNOLDS.

ABERDEEN, WASH., *March 3, 1982.*

Representative RON WIDEN,
1440 Longworth House Office Building, Washington, D.C.

DEAR CONGRESSMAN WIDEN: I wish to submit to your subcommittee the enclosed material as an expression of opposition to the proposed elimination of the Senior Community Employment Program under Title V of the Older Americans Act.

Sincerely yours,

TERRY LOUGHRAN,
Executive Director.

Enclosure.

The President's proposed fiscal year 1983 budget among other things calls for the elimination of the Senior Community Service Employment Program under Title V of the Older Americans' Act, in favor of a single nationally-administered employment program for special target groups, one of which could be older workers. This is an ill-conceived budget cutting measure. Consider the following facts.

1. The current funding should have provided jobs for between 52,000 and 54,000 older workers. Actually over 77,000 older workers were enrolled last year.

2. All these workers were in the low income range (125 percent) of the OMB poverty scale). But a full 85 percent of the enrollees had incomes below the poverty line. It is fair to assume that most of these were on some form of public assistance before enrolling, and equally fair to assume that most will now have to go back on it.

3. The placement rate from Senior Employment was 11.2 percent or one out of nine older workers moving off the program to other jobs.[1] In this Planning and Service Area, 19.2 percent or one out of five workers were successfully placed in other jobs.

4. Studies of the program nation-wide have shown that for every dollar spent on the Senior Employment Program fully $1.15 was paid back to the taxpayer.[2]

5. The unemployment rate among older workers (45+) January 1980 in the State of Washington was 90 percent versus 8.5 percent among other workers.[3]

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[1] NHSUA Memorandum 12/18/81.

[2] "Title V and the Older Worker, a performance study" by Thomas C. Borgilleri 2/15/78 and NCSC's "Localized Spending Impact Study" 9/81.

[3] Office of Financial Management and Employment Security Division, State of Washington.

6. The President's own commission on Pension Policy (1981) noted that less than one worker out of four in private industry is entitled to pension benefits. Indeed fewer than half of all workers in this country come under pension plans.

7. 1979-1980 saw the sharpest ever increase in poverty among the elderly. When 1981 data becomes available, it is safe to assume that it will show a similar increase.

8. All across the nation Senior Employment workers staffed scores of projects that could not otherwise have been staffed and considerably benefitted local communities at great dollar savings. In this Planning and Service Area, all the senior programs and several non-senior social service projects utilize Senior Employment workers. These same projects now are also facing severe cut-backs in their own funding.

9. This area, dominated as it is by the wood products industry, has been brought to its financial knees. Nevertheless the Senior Job Developer's Senior Employment enrollees working with the local Employment Security officers, managed to place 336 older workers in jobs, 130 of which were permanent placements. Fully 433 clients received counselling and referral services and all of this was accomplished at the cost of less than $17,000 in federal dollars.

10. The Older Workers Employment network throughout the State has creatively and effectively involved the private sector through its job placement activities, thus fulfilling one of the highly-touted objectives of the present administration.

It is no wonder, then, that the White Hose Conference on Aging made some forty nine recommendations concerning older workers, including two recommendations calling for the retention and expansion of the Senior Employment Program.

It is no wonder, also, that there is strong bi-partisan support for the Senior Employment program as witnessed by the Senate Appropriation's Committee's strong letter to the Secretary of Labor calling for the extension and strengthening of the program. (cf. attachment)

U.S. SENATE,
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, D.C., December 21, 1981.

Hon. RAYMOND J. DONOVAN,
Secretary of Labor, Department of Labor, 200 Constitution Avenue N.W., Washington, D.C.

DEAR SECRETARY DONOVAN: We wish to clear up any confusion that may have arisen with respect to Congressional intent regarding the Older Americans Community Service Employment program authorized under Title V of the Older Americans Act of 1965, as amended.

As you are aware the Older Americans Act Amendments of 1981 which were approved by Congress on December 16 extend and strengthen the employment program for the elderly for three years, through fiscal year 1984, and contain a provision which requires that forward funding of the program be continued. This latter provision codifies the forward funding mechanism that the Appropriations Committee has used with respect to the program and reflects our strong view that the program's continued success depends in large measure on the advance planning that is made possible by forward funding.

The Senate Appropriations Committee, in full Committee consideration of the Labor/HHS/Ed appropriations bill for fiscal year 1982, eliminated the forward funding component of the program. In describing this amendment, Senator Schmitt emphasized that it was a technical adjustment designed to achieve a one-time saving in budget authority. The report to accompany the Senate Committee bill "reaffirms (the Committee's) strong support for this effective program."

In consideration of the fact that programs operating in the Department are doing so under a Continuing Resolution, and the terms of the Continuing Resolution appropriate funds at the lesser of the House-passed, or Senate Committee-reported bill, the effect of the Resolution is to eliminate the forward funding component of the program.

We fully expect that forward funding will be restored in the regular Labor Department appropriations act or in a subsequent continuing resolution next spring. In the interim, we believe it is important that you know of the strong Congressional support for the Community Service Employment Program for Older Americans—a program that works efficiently, humanely, and free of fraud.

Very truly yours,

Edward M. Kennedy, Ranking Minority Member, Committee on Labor and Human Resources; Thomas F. Eagleton, Ranking Minority Member, Subcommittee on Aging, Family and Human Services; Howard M. Metzenbaum, United States Senate; Carl D. Perkins, Chairman, Committee on Education and Labor; Ike Andrews, Chairman, Subcommittee on Human Resources; John M. Ashbrook, Ranking Minority Member; Orrin G. Hatch, Chairman,

Committee on Labor and Human Resources; Jeremiah Denton, Chairman, Subcommittee on Aging, Family and Human Services; Dan Quayle, United States Senate; Gordon J. Humphrey, United States Senate.

SUBMITTED BY REPRESENTATIVE WILLIAM C. WAMPLER

COMMONWEALTH OF VIRGINIA,
OFFICE ON AGING,
Richmond, Va., February 25, 1982.

My name is Wilda Ferguson, and I am the Director for the Virginia Office on Aging. I appreciate this opportunity to discuss with you the concerns of the Commonwealth of Virginia regarding the potential abolishment of the Title V Program of the Older Americans Act. We are aware of the plan to develop a program within the Department of Labor for special targeted populations which would include older workers; however, funds available for this program are less than funds needed to run the Title V Program alone. The benefit of such a program funded at $200,000,000 is questionable.

Presently, Virginia has 1,145 job slots under the Senior Community Service Employment Program. Of these, 368 slots are supervised directly by the Virginia Office on Aging. This includes 116 slots subcontracted through the National Council on Aging. Funds available for these positions total $1,884,884.00. In addition, there are 777 slots available through other national contractors including Green Thumb, NRTA/AARP, U.S. Forest Service, and the National Urban League. The funds available for Virginia from these sources total $3,967,116.00.

The Senior Community Service Employment Program is of significance to Virginia for two reasons. First, it provides employment for low income elderly persons who use these funds to help maintain economic independence. Second, it provides a resource to provide services to other elderly persons requiring assistance in areas such as transportation, meal preparation and homemaking. Without these services, many older persons would require additional public services and possibly institutional placement.

As I mentioned, the Virginia Office on Aging supervises directly 368 placements under the Title V Program. Twenty percent of these enrollees work for the general public while eighty percent serve elderly persons in their community. Twenty-one percent are male; seventy-nine percent are female. Racially, the group consists of forty-eight percent black, fifty-one percent white and one percent other minorities. Of the 368 enrollees, twenty percent are between the ages of 55 through 69; thirty-four percent are between 60 to 65; forty-six percent are over 65 years of age. Eighty-eight percent have incomes at or below the poverty index while one hundred percent are below one hundred and twenty-five percent of poverty index. This data verifies that the Senior Community Service Employment Program hires low income older persons. In addition, in Virginia it is apparent that there is a balance in the minority representation. Also, women are hired in larger proportions as they make up a larger percentage of the elderly population.

The enrollees perform assignments in the following areas: Administration, Day-care, Housing (Winterization), Schools (Teachers Aides), Libraries, Transportation, Outreach, Senior Centers, Congregate Meal Sites (Managers and Aides), Home Delivered Meals, Homemaker/Home Health Care, and other. Nearly one half of our positions, or 197 employees, are used to provide Transportation, Home Delivered Meals and Homemaker/Home Health Care services. These services are provided to the frail elderly and are frequently provided to persons who live in rural areas. Even though the individual must have these services to remain in his home, in most cases, there is no place from which they may be purchased. Therefore, the elimination of the Title V Program may well mean the loss of independence for a large number of frail rural elderly persons and the potential need for more expensive residential care at public cost.

The goal of the Virginia Office on Aging is to assure older persons the ability to remain independent for as long as possible. This requires the creative use of shrinking resources. Senior Community Service Employment Program allows us to obtain a double benefit from the funds used. It can provide employment for some and in-home services for the frail elderly. We know the Title V Program can work because it has been successful for fourteen years. I urge you to continue the Title V Program with 54,200 national positions.

Thank you for this opportunity to share our concerns with you. I will be glad to answer any questions you may have about the impact of Title V on Virgina.

Very truly,

WILDA M. FERGUSON.

Enclosure.

ENROLLEE WORK ASSIGNMENTS

The Virginia Office on Aging currently has 415 Senior Community Service Employment Program enrollees employed. Virginia Office on Aging's low administrative cost permits the enrollment of 47 additional enrollees above the 368 slot allocation by the Department of Labor. Their work assignments are as follows:

	Number assigned
Administrative	22
Day care	8
Housing (winterization)	16
Schools (teachers aides)	8
Libraries: The enrollees make up 25 percent of the library staff in most places. These facilities could not remain open full time without title V enrollees	16
Transportation: These title V enrollees provide for over 27,500 people trips per week. This allows for the expansion of service in transportation to over 1,100 seniors who would otherwise not receive this service	55
Outreach	35
Senior centers	22
Congregate meal sites (managers and aides)	70
Home-delivered meals: These 22 title V enrollees are delivering approximately 1,100 meals to home-bound elderly each week. The service provided by these enrollees allows for 525 additional meals each week. (525×52=27,300 per year)	22
Homemaker, Home Health Care: These enrollees provide home services to over 450 "frail", "rural" elderly that permits them to remain in their homes. This service cannot be purchased in these areas of Virginia.	120
Other: This group includes such jobs as interpreters to community groups, legal aid, supply/inventory, telephone reassurance, and others. Information and Referral	21
Total	415

MOUNTAIN EMPIRE OLDER CITIZENS, INC.,
Wise, Va., February 12, 1982.

Hon. WILLIAM C. WAMPLER,
Member of Congress, 2422 Rayburn House Building, Washington, D.C.

DEAR CONGRESSMAN WAMPLER: The Board of Directors of Mountain Empire Older Citizens, Inc. voted at its February 10, 1982, meeting to have our Executive Director, Marilyn Pace, to meet personally with you and relay our Board's deep concern and clear opposition to President Reagan's proposed budget cuts in Titles III-B and III-C of the Older Americans Act and the elimination of Title V. We feel that older people were misled by Mr. Reagan's State of the Union Address when he stated that the social safety net, including older people's nutrition programs, would not be cut: His staff included the Older Americans Act in a list of 9 programs that would not be cut.

President Reagan's proposed 1983 budget calls for $64,239,000 cuts in Older Americans Act programs plus elimination of the Title V Senior Community Service Employment Program. This cut comes on top of the fact that Older Americans Act programs have operated on a continuing resolution since 1977 with no increase in funds and a 4.3 percent cut in funds under this last continuing resolution.

Mountain Empire Older Citizens, Inc. will lose $23,578 in Title III-B and III-C funds under Mr. Reagan's proposed budget in social services and meals operations. this can only mean a cut in services and loss of jobs for present employees. Mountain Empire Older Citizens, Inc. is presently turning away elderly people in need because we simply do not have the money or staff to serve them.

Mountain Empire Older Citizens, Inc. simply can not look to the community to make up cuts this deep. The community has always helped and volunteerism is not a new idea to them. Mountain Empire Older Citizens, Inc. has formed a creative partnership of local, state, and federal resources in an attempt to provide needed

assistance to our elderly. This partnership will crumble without the federal government fulfilling its responsibility.

A major blow and what could possibly be the knock-out punch for aging services is the proposed elimination of Title V of the Older Americans Act, the Senior Community Service Employment Program. There are 13 older workers in the program in Planning District I, all performing needed public service jobs. Seven of these workers are in jobs providing services to the elderly. Without these workers, the elderly service programs could only minimally function.

Three of the older workers are assigned to the in-home services unit of Mountain Empire Older Citizens, Inc. They home-deliver meals and provide chore services and shopping assistance to home-bound, frail elderly people. Their work is critical in maintaining older people in their own homes and avoiding costly institutionalization.

One older worker is a van driver for the Retired Senior Volunteer Program. That program is struggling to keep going and the van driver is critical to this program.

Three of the older workers serve in the nutrition program as nutrition aides. They serve food, perform janitorial services, plan site activities, assist in packaging home-delivered meals, and perform telephone reassurance services. They are indispensable in assuring efficient operations of the sites.

Senior Community Services Employment Program (SCSEP) workers perform essential jobs in the community. Two are placed in the Lonesome Pine Regional Library system and four are placed with area school systems as teachers' aides. They have provided needed manpower in these systems and provide real service.

In addition to the 13 SCSEP slots assigned Mountain Empire Older Citizens, Inc. under the Older Americans Act, there are 51 Green Thumb workers in Planning District I who will lose their jobs under Mr. Reagan's proposed 1983 budget: The chances for unsubsidized employment for these older workers are very slim. Given the high unemployment rates, finding jobs is difficult for everyone and even more so for an older worker.

We appeal to you to actively work to restore the proposed budget cuts in Titles III-B and III-C of the Older Americans Act and to realize that an increase is not unreasonable since there has not been one since 1977. We appeal as strongly for the continuation of Title V of the Older Americans Act. We oppose the elimination of Title V and the inclusion of older workers as a specially targeted group in a reduced block grant.

This country does not have a comprehensive national policy on aging. We were optimistic that the 1981 White House Conference on Aging would move this nation's elected officials towards that goal and build on the efforts of the two past conferences which provided the impetus for, among other major legislation, the passage of the Older Americans Act.

Let us not move backwards in our goal of a national policy on aging for this nation. It is demoralizing to even argue for a maintenance of effort since there are so many elderly people in real need who are presently unserved by the aging network. Let us move forward in this budget year with a commitment that indicates that old age really is just as important as any other age.

Your leadership and advocacy on behalf of the elderly has always been appreciated. Thank you so much for your time and understanding of this matter. Your friendship and support are important to Mountain Empire Older Citizens, Inc. and the elderly of southwest Virginia.

Sincerely,

GRACE DAVIS,
Chairperson, MEOC Board of Directors.

[From the Coalfield Progress, Feb. 11, 1982]

ABILITY IS AGELESS; SENIORS CONTRIBUTE SKILLS TO AREA

(By Joan Daugherty)

BIG STONE GAP.—Ability is ageless. Anyone over 65 can tell you that. So can the employers of nearly 100 older workers throughout Wise, Lee and Scott Counties and City of Norton.

Senior citizens like Alice Hartley and Susie Blair in Ben Hur, George McMillan and Buren Williams in Big Stone Gap, Gertrude Roberts in Appalachia and May French in Norton are working proof that advanced age need not be a handicap in the job market.

These older workers, along with about 75 others in the Lenowisco area, are employed by either Green Thumb Inc., a federally funded program sponsored by the National Farmers Union, or by Mountain Empire Older Citizens Inc., an area agency on aging. Both organizations are partially funded under Title V of the Older Americans Act, designed to employ workers over 55 years of age, whose income falls below the current federal low-income guidelines.

Under this Act, older workers perform a variety of community services that would not otherwise be undertaken through the normal resources of the area. Positions involving care of the young, the elderly, and indigent, park development and home repair are typical. In our area older workers serve as library assistants, teacher aides, town maintenance crews, nutrition site managers, carpenters, cooks and choreworkers.

The average age of the Lenowisco area workers is 70, with many well into their eighties.

"Our people really earn their money," says G. R. Newman, 77, area supervisor of Green Thumb.

Newman took us on a whirlwind tour of his worksites, from Jonesville to Norton. Without exception employers and supervisors had only praise for the Green Thumb workers.

Doran Williams, 73, foreground, scrapes old paint off screen frames while Homer Dockery applies paint remover. The two Green Thumb workers are helping with the restoration of the Southwest Virginia Museum in Big Stone.

Although Mrs. French has had a cataract operation, a broken ankle and arthritis during her seven years at the center, she has missed less than 10 days of work.

"I don't know what I'd do without them," says C. B. Marcum, principal of Lee County Vocational School in Ben Hur. Hartley and Blair work the snack bar and Guy Ely serves as general handyman for the school.

"They are a good influence on our students," Marcum continues. "And everyone likes them. I can trust them. I know that they'll be here every day unless they are really ill."

Although the elderly are sometimes plagued by physical ailments, it seems they seldom miss a day's work.

For example, Mrs. Blair 68, says she's had bursitis in her shoulder for the past week but she's come to work anyway. "I laugh and joke with the kids and it helps," she says. Blair supports herself and her disabled husband on her Green Thumb income.

Ely, 82, has lost only 3 days work in the last 15 years. "And that was when my wife went into the hospital, and then during the flood when I couldn't get through."

"There is less absenteeism in older workers," confirms Nancy Jeffrey, director of the Senior Community Services Employment Program of MEOC. "Older workers are extremely conscientious and dependable."

Green Thumb workers McMillan and Williams, both 75 years old, are part of a 7-man team who are renovating the Southwest Virginia Museum.

"These men are great—I couldn't ask for any better workers," says Bob Simchock, curator of the museum.

"They have torn down the falling stone walls, hauled stone from Natural Tunnel and built new walls," Simchock relates. "They jackhammered and repoured a concrete walk and completely rebuilt the front porch. Right now they're redoing 150 windows—taking them out, replacing the glass, stripping, sanding and repainting the frames.

"The men take their time and stop for breaks but by the end of the day they've done a lot of quality work," the curator concludes.

Gertrude Roberts, 69, works at the nutrition center for senior citizens in Appalachia. A Green Thumb worker for 8 years, she serves meals and performs the housekeeping functions that keep the center in operation.

Roberts invited us to stay for a fine lunch which happened to end with a huge birthday cake for 87-year-old Della Goff.

"I like working with people my own age," Roberts comments. "And do you know what? One of the senior citizens I serve is 86 and she helps out in the kitchen more than anyone else." With a twinkle in her eye, Roberts says, "I say, the older they are, the smarter they are."

May French, a very young 86, is an indispensable presence at the Mountain Empire Nutrition Center in Norton. She has worked at the center since its inception seven years ago, volunteering her time for the first two years. Now paid by Green Thumb for her services of serving meals and maintaining clean, orderly kitchen, French says she loves her job. "I'm doing just what I want to do," she maintains, spooning carrots onto a plate, then sliding them off again because she sees that this plate is for an elderly gentleman who doesn't like carrots.

Although Mrs. French has had a cataract operation, a broken ankle and arthritis during her seven years at the center, she has missed less than 10 days work altogether.

She keeps busy off the job as well. She is current president of the Mountain Empire Older Citizens Advisory Council and last year was voted Virginia Outstanding Senior Citizen of the Year for the City of Norton. She is also active at Chestnut Grove Baptist Church and is interested in black history.

Popular with her co-workers, French says that if Green Thumb were to lose its funding, she would keep coming to the center on a volunteer basis. "If she didn't, we'd drag her out," jokes a co-worker.

Unfortunately, the possibility of drastic cutbacks may lie in store for both Green Thumb and MEOC.

"We don't know yet how we fit into the new Federalism," says Marilyn Pace, executive director of MEOC. Noting that there is "good bipartisan congressional support" for the Older Americans Act, Pace hopes that the recent 4½ percent cut MEOC sustained will not be the first of many.

"We have had no increase in funds for the past three years," Pace explains. "We have cut all the fat we can, and are now looking at every possible way to raise funds."

One idea Pace's staff came up with is Hearth-warming Sunday, which this year falls on Valentine's Day, February 14. The theme is Love Will Keep Us All Warm. Local churches are asked to donate all or part of their offering to MEOC's Emergen-

cy Fuel Program for the Elderly. All funds raised go directly to pay fuel bills for needy senior citizens on fixed incomes.

"For the first time since we began the program in 1975 we've had to turn down requests from deserving elderly persons," Pace says. She attributes this to federal cutbacks in fuel assistance and to the unusually severe winter weather.

Green Thumb's fiscal year ends in June, completing 17 years of operation. But right now it is anybody's guess whether funding will be renewed. Newman says he would like to place Green Thumb workers in unsubsidized private employment but so far has not been able to.

Everywhere we went, Green Thumb employees asked about their future. All Newman could say was, "You better start looking for another job."

Mrs. Hartley, a widow without a car, said that she would have to sell her home and move to Kingsport to find work if Green Thumb were not refunded.

But mostly Newman's stark advice was met with resigned looks and a defending silence.

GREEN THUMB, INC.,
Blackstone, Va., February 11, 1982.

Congressman WILLIAM WAMPLER
House Annex One, Room 714, Washington, D.C.

DEAR CONGRESSMAN WAMPLER: I am responding to your request for a written statement of our concerns as it relates to the President's Budget proposal.

President Reagan's fiscal year 1983 Budget proposes to the Congress that funding for the Senior Community Service Employment Program, Title V of the Older Americans Act, will end on September 30, 1982.

Title V is the only program that provides employment services to the largest most disadvantaged segment of society. The sudden cessation of Title V in the fall of 1982 will put over 461 low-income older people in the state of Virginia Green Thumb and over 54,000 on a national level, out on the streets with little or no future employment prospects at a time when unemployment is likely to be approaching an all time high. It will also curtail vitally needed public services to thousands of local communities when other reductions are being felt keenly. For example, Virginia Green Thumb workers are providing an estimate of 200 local rural communities with labor to construct and up-grade parks, repair and weatherize low-income houses, food production and distribution to low-income persons, outreach for home health care of the elderly and energy conservation auditors. Other services include Older workers working in libraries, schools, hospitals, nursing homes and elderly nutrition programs.

The social and economic costs as a result of eliminating Title V will far outweigh the $277 million savings in the federal budget and in fact will probably end up costing many times the proposed reduction.

Sincerely,

ALMA C. JOHNSON,
Acting State Director.

SUBMITTED FOR THE RECORD BY REPRESENTATIVE NORMAN D. SHUMWAY

PREPARED STATEMENT OF REPRESENTATIVE NORMAN D. SHUMWAY

The volume of mail I have received in support of the Older Americans Community Service Employment Program has been overwhelming. Not only is the income desperately needed, but society as a whole benefits from lower public assistance payments and from the services that the Title V participants provide. And, as many of my constituents have indicated, the feelings of self-worth which come from being self-sufficient cannot be underestimated.

I would therefore like to insert into the hearing record two statements from area project administrators in support of the Community Service Employment Program.

SENIOR AIDES,
Hughson, Calif., February 25, 1982.

To: Congressman Norman D. Shumway.
From: Virginia Neilsen, Project Director, Senior Aides Program.
Subject: Impact Study of Title V (Senior Aides) Program.

OVERVIEW

The Office of Management and Budget has recommended to President Reagan that the Title V Senior Community Services Employment Program (Senior Aides) be eliminated as of May 31, 1982. The Commission on Aging voted at its January 11, 1982 meeting to advise the Board of Supervisors to oppose the elimination of the Senior Aides Program.

In Stanislaus County the grantee agency for Senior Aides is Creative Alternatives, Inc. and the program is funded by two sourses:

Agency	Number of workers	Funds (fiscal years 1981–82)
Area agency on aging	13	$71,550
National Council of senior citizens	73	365,640
Totals	86	437,190

The Senior Aides work part-time (20 Hours per week) and are placed in non-profit agencies throughout the County. The enrollees must have incomes at or below 125 percent of poverty level ($5,388 for an individual, $7,113 for a couple) and be at least 55 years of age.

The purpose of the Senior Aides program is to provide participants with development or revitalization of job skills which help them secure unsubsidized employment. The enrollees demonstrate by their job performance that age is not a legitimate criteria for determining a person's usefulness.

While employed as Senior Aides the enrollees receive Social Security, unemployment, disability insurance, medical insurance, Workers' Compensation and a yearly physical examination.

The Senior Aides Impact Study below indicates the secondary economic gains from the Senior Aides Program to the community.

Senior Aides impact study

1981–82 budget from National Council of Senior Citizens	$365,640
1981–82 budget from Area Agency on Aging	71,550
Total	437,190

Thirty-five unsubsidized job placements (since 1978).
Thirteen percent average placement each year.
Administrative costs of $44,218 or 10 percent of budget.

AIDES WHO WOULD HAVE BEEN ELIGIBLE FOR SOME FORM OF PUBLIC ASSISTANCE IF NOT EMPLOYED AS A SENIOR AIDE

Number of aides	SSI	State assistance [1]	General assistance [1]	Food stamps [2]	Other	Total
NCSC (69)	$101,867	0	$40,896	$23,760	Medi-Cal [2]	$166,523
AAA (12)	21,744	0	15,840	9,240	Medi-Cal [2]	46,824
Total	123,611		56,736	33,000		213,347

[1] Actual figures based on individual Senior Aide's financial situation.
[2] Average figures given by welfare department for their services.

EXAMPLES OF SERVICES PROVIDED BY SENIOR AIDES TO THE COMMUNITY

Category	Source of funds	Number of aides	Individuals served per month	Annual dollar/savings benefit
Home Maintenance and Medical Transportation for elderly which helps maintain them in their homes.	NCSC	6	44	[1] 633,600
	AAA	1	5	[2] 72,000
Child care services which allow parents to work outside the home	NSCS	5	25	[3] 200,000
	AAA	2	10	[4] 80,000
Grand total		14	84	985,600

[1] 44 persons times $1,200 per month in nursing home times 12 mos.
[2] 5 persons times $1,200 per month in nursing home times 12 mos.
[3] 25 families times $8,000 average earned salary.
[4] 10 families times $8,000 average earned salary.

Other services provided by Senior Aide include handyman, yardwork, home security inspections and tax assistance for senior citizens.

Income tax withheld in 1980:	
NSCS	$7,734.02
AAA	1,342.40
Total	9,076.42
Property taxes paid by Senior Aides	9,623.80
Rent paid by Senior Aides	69,472.68
Mobile home space rent paid by Senior Aides	19,726.47

SENIOR COMMUNITY SERVICE PROJECT,
Stockton Calif., February 24, 1982.

Hon. NORMAN D. SHUMWAY
1228 Longworth House Office Building, Washington, D.C.

DEAR MR. SHUMWAY: I appreciate your request for information concerning the funding and operation of the Senior Community Service Employment Project.

The SCSEP in San Joaquin County is funded through the United States Department of Labor by authority of Title V of the Older Americans Act and is administered nationally by the National Council On The Aging, Inc.

Participants in the program must be 55 years of age and older and fall within 125 percent of federally established poverty guidelines. The great majority of San Joaquin County participants are well below that figure, and about 30 percent of them came to us with ZERO income or were recipients of cash welfare.

Mr. Shumway, these people come to us seeking WORK, not just income. Indeed many welfare recipients have came to us saying, "Take back the SSI and welfare payments. I would rather work."

That is what we have to offer. Training and work. There are no sinecures here, no "make-work" jobs.

Participants are paid the minimum wage except for those who make up my staff. The program is staffed entirely by participants with the exception of myself.

They pay state and federal income tax from their wages, and pay into the Social Security system.

They perform vital services at our worksites which include Stockton State Hospital, the Department of Motor Vehicles, police departments, libraries, and the like. At Stockton State Hospital, for instance, our Enrollees provide approximately 10,000 man hours annually in services to clients and staff.

The American taxpayer will lose in the following ways if the SCSP is lost:

1. Income tax now being witheld from Enrollee paychecks will be lost.
2. Payments into Social Security system will be lost.
3. Enrollees who have inadequate or no income, except SCSP income, will begin consuming welfare money.
4. Vital services provided to the community by SCSP Enrollees would be lost, and positions thus vacated would, of necessity, be filled at a higher rate of pay, with attendant expensive fringe benefits.
5. Working people are more mentally alert and physically healthier than their idle counterparts. If SCSP Enrollees lose their jobs they will almost automatically incur increased medical expenses and be an even greater burden upon the taxpayer.

The current annual budget of the SCSP in San Joaquin County calls for $323,700. Only 8.5 percent of the $323,000 is used for all administrative costs. Worksites benefiting from Enrollee labor return a minimum of $32,500 to the federal government in in-kind contributions.

Mr. Shumway, what enterprise, government or private, would not envy the cost effectiveness of those figures?

And those are only the objective benefits of the SCSP. The figures do not describe the tremendous difference between the pitiful, beaten, vacant-eyed creatures who come to our doors saying, "I am a Worker! Give me work!", and the proud, tax paying contributor to American production that you see after they have worked on the project for a few weeks. I unblushingly concede the emotional quality of that comparison, but I can promise you an hour or two of great emotional pleasure, and of great fiscal satisfaction, if you will but accompany me on a brief round of inspection of the worksites where these people make their contribution to our country's progress.

Over a period of a year the program will provide those benefits to more than 100 Enrollees, and multiply that figure times the thousands of San Joaquin Countians who enjoy the direct benefit of their services.

Funds have already been appropriated to fuel the program through June, 1982. The recently enacted Older Americans Act amendments set the authorized spending ceiling for Title V at $277.1 million for fiscal year 1982 and $296.5 million for fiscal year 1983 in accordance with the 1981 Reconciliation Act. The act specifies maintenance of 54,200 jobs for older workers in this program. Because of a "forward funding lag" intended to allow for better planning, the program year for Title V runs from July through June rather than following the Federal fiscal year from October through September. Thus, fiscal year 1981 appropriation is available for the period July 1981-June 1982. The amendments make forward funding for the program mandatory and also authorize higher amounts if necessary to maintain at least 54,200 part-time jobs.

Funding appropriations, the actual amounts available, have been set for government programs by the terms of a so-called "continuing resolution," due to expire March 31, 1982. According to Edward Howard, NCOA general counsel, there probably will be no regular Labor Department appropriations bill for fiscal year 1982, thus, the fiscal year 1982 funding level for Title V will not be set until another continuing resolution is enacted in March. The House and Senate Appropriations Committees agree that Title V should continue to finance 54,200 jobs, but the Senate Committee wants to end forward funding and therefore recommends a sharp reduction in Title V funding to $69 million. According to Gordon Raley, Staff Director, Subcommittee on Human Resources, House Select Committee on Aging, it is most likely that if the $69 million level prevails with no forward funding, the total amount finally appropriated in the future will not sustain current job levels.

The Title V program is in even greater jeopardy for fiscal year 1983. Undenied press reports state that Secretary of Labor Donovan wants President Reagan to send to Congress a request for zero funds. Instead, he wants employment assistance for older Americans to be combined in a block grant with employment assistance for migrants and Native Americans, with total funding of $200 million. Of that amount, about $110 million would be reserved for older workers, a reduction of almost $190 million from the ceiling set by the Older Americans Act legislation.

According to Raley, such a block grant would effectively bury a program for older poor people who want to work; most likely, funding decisions on the state level would not be made in their favor.

Mr. Shumway, we all appreciate greatly your expression of interest in the value of this program that is so critically important to the lives of so many people. Thank you.

Yours most sincerely,

ERNEST LENT, *Project Director.*

SUBMITTED FOR THE RECORD BY REPRESENTATIVE JAMES M. JEFFORDS

PREPARED STATEMENT OF REPRESENTATIVE JAMES M. JEFFORDS

Mr. Chairman, few would doubt the benefits that accrue to all members of society from Title V of the Older Americans Act, the Senior Community Service Employment Program. The elderly members of our society do not want to be shuttled to the background; they can be contributing participants in American life. There is a great need for workers who are reliable, who are willing to give an extra bit, and who

want to earn money to increase their independence. In short, we need the contribution our senior citizens can make.

The Senior Community Service Employment Program is one of the best vehicles available to us for this involvement of the elderly in the workforce. We must strongly support this program so that our senior citizens can have the opportunity to continue contributing to our society.

In Vermont, the support for Title V is widespread. In order to give some perspectives from my state, I asked people to write to me with their ideas for the Senior Community Service Employment Program. I sincerely hope that my colleagues will take the time to read the following statements that I am now submitting.

DEAR CONGRESSMAN JEFFORDS: This letter is to express to you my great concern for the proposed abolition of the Senior Community Service Employment Program. This excellent older workers program for persons age 55 or older living on a very limited income has always been free of corruption. It has made possible meaningful parttime jobs, acted as a training ground for work in the profit sector, and promoted financial independence for a generation raised to revere the work ethic.

Currently Vermont has five SCSEP contractors with a total of 298 job slots and 327 enrolled. These 327 enrolees work at 204 different job sites. Sixty-nine percent are occupied in programs serving the elderly, the balance of 31 percent in community services. All are placed in work sites that are determined by IRS to be non-profit.

Nineteen percent have an eighth grade education or below, and eight percent have four years of college or more. Those with high educational credentials have been dispossessed from newly eliminated teaching jobs and closed businesses or service organizations. Twenty percent are age 70 or older.

The average enrollee is between 60 and 64, has a high school education, is female living alone, previously at poverty level, and is paid 17 cents above the minimum hourly wage. She is paid for 20 hours a week but contributes many extra hours.

The SCSEP program is seen from two different directions:

The Administration on Aging, through the management of the U.S. Department of Labor, views this as an opportunity for enrollees to brush up on skills, to become familiar with the world of work. Community Service Agencies, in contrast, find the SCS program an answer to their tremendous need for people to train as outreach workers, transporters, teacher aides, etc. with little or no cost to their agencies. Understandably these agencies depend on these workers, so are all too slow in helping them find placement in the profit sector.

Vermont is fortunate in having a brand new VISTA Volunteer Program, charged with finding employment opportunities for people 60 or over. SCS enrollees will be encouraged to turn to the VISTA volunteers for help in finding other jobs. Unfortunately, about one half of the older workers will not be able to profit from the volunteers' efforts by reason of health, age, and rurality. An example is the 85-year-old woman working for 10 years in a federally funded day care center.

In summation, the Senior Community Service Employment Program should be maintained for two reasons: first, to foster the learning of usable job skills as preparation for employment in business or industry; the second, to employ those too old, too frail or handicapped in work sites that are a distinct benefit to the community while keeping them financially independent.

I hope you can extend your efforts for the older Vermonters to include preserving this program and its values for both the workers and the communities they help. Thank you.

Sincerely,

MARY ELLEN W. SPENCER,
Aging Program Specialist.

DEAR JIM: Because of the catastrophic effect on Vermont and my deep concern over the potential elimination of categorical funding for the Senior Community Service Employment Program Title V of The Older Americans Act, I should like to present my comments to be added to your Testimony before the House Select Committee on Aging.

"For want of a nail the shoe is lost, for want of a shoe the horse is lost, for want of a horse the rider is lost."

The Domino Theory is still intact.

In communities and towns across the land Americans get together to solve problems and improve their lives and to help their neighbors. In the small rural State of

Vermont the Senior Community Employment Service Program with an enrollment of 252 participants has done just that.

Services provided to the general community by the Senior Community Employment Service Program the total number of people served each month amounts to 23,420 and services to the elderly community amounts to 10,200; 75 percent of enrollees are women who live under the poverty level guidelines. The poorest people in this country are women 65 and over and they'll be even poorer in the year 2050.

Senior Community Service Employment Program is not a Welfare Program but a program designed to open up Community Service opportunities to older people who firmly believe in the work ethic. Senior Community Service Employment Program enrollees are presently assigned to: Nutrition Sites, Delivering Home Meals, Home Care, Mental Health, Libraries, Hospitals, Sheltered Workshops, Emergency Squads, Volunteer Fire Departments, Schools, Day Care Centers, Senior Centers and other Service Non-Profit Organizations.

The Administration has made a firm commitment to strengthen the services provided under the Older Americans Act and the Senior Community Service Employment Program contributed to that commitment. The Senior Community Service Employment Program turns revenue absorbers into revenue providers.

We, Vermonters cannot afford to ignore the needs of our low-income people who are unable to solve problems of inflation, trapped in fixed incomes as living costs soar. In Vermont to be old is to be poor. Older people represent 10 percent of the total population of our Country they represent 25 percent of the poor. The percentage of elderly living in Vermont is higher than the national average and State Officials predict the State will face a severe problem in the future providing services for them.

The Senior Community Service Employment Program serves a number of salutary purposes by providing jobs and thereby income to the elderly poor. It helps many individual and social rewards to participants as well. Being in a helping role provides a sense of worth and dignity for older persons who might otherwise be financially and socially dependent. The wide variety of jobs in which enrollees are placed meet many community service needs. Older participants give much more time and effort than the hourly requirement. Careful program management and job design accomodate the older worker resource pool of lifetime skills and experience. The Senior Community Service Employment Program is worthwhile and has most probably more than repaid the Federal Government's investment of tax dollars.

The Senior Community Service Employment Program under Title V of the Older American Act should be expanded because of the proportion of older workers in need of this program. And the proven impact and effectiveness of the program in terms of benefits to participants, services to agencies and people served. And the overall benefit to the economy and the Government.

Please accept my sincere appreciation and those of the Senior Community Service Employment Program participants for your active and profound concern to the problems of the older citizen of Vermont.

Sincerely,

JOSEPH A. HOWRIGAN,
Project Director.

DEAR JIM: I am writing to urge continued categorical funding for the Senior Community Service Employment Program as part of Title V of the Older American Act. As you know, this employment program, in addition to providing dignity and a sense of worth for participants, also provides a source of invaluable community service.

For the past year, one of our three part-time coordinator positions has been filled by a SCS employe. If SCS funding is discontinued on July 1, the impact on our FGP Program will be profound, necessitating the reorganization of supervisory staffing patterns, and the interruption of evolving staff/volunteer relationships, due to our resources being insufficient to hire the SCS funded coordinator. Our capability to maintain the high quality volunteer program developed over the past six years will be seriously compromised by the reduction in trained supervisory staff. Even more important, however, is the impending impact on our coordinator, who is productively employed, performing very satisfactorily in her position, and contributing to the economic well-being of her family.

I hope an alternative strategy for accomplishing budget reductions can be found. The proposed elimination of the SCS employment program seems economically as well as socially counterproductive.

Thank you for your continued efforts on behalf of older Vermonters.
Most Sincerely,

AMY RAISER, *Director.*

SUBMITTED FOR THE RECORD BY REPRESENTATIVE GREGORY W. CARMAN

COUNTY OF SUFFOLK—SENIOR EMPLOYMENT PROGRAM

The Suffolk County Office for the Aging operates the Senior Community Service Employment Program under Title V of the Older Americans Act. The program is designed to provide and promote useful part time work experience and training, but is not considered permanent employment. Presently, because of budgetary problems, there are only 27 enrollees on the program working at $3.84 per hour. After 22 weeks of employment, some benefits are provided. Each enrollee is placed at either a municipal facility or non-profit agency where individualized on the job training is offered on a day-to-day basis by the sponsor.

The program manager provides timely and appropriate training in order to enhance existing skills and develop new ones. Past training sessions have brought key speakers from the New Your State Office for the Aging, New York State Department of Labor, Suffolk County Department of Labor, Social Security Administration and several private sector employers to address the enrollees. Reassurance and confidence are instilled through lectures, role playing, and group discussions. The formal education portion, which is unique statewide, is provided through the cooperation of the State University at Farmingdale Educational Opportunity Center at North Babylon. This training is provided at no cost to the county. One day per week, enrollees take business courses within the area of shorthand, typing, office practices, bookkeeping, business math, and English usage. Approximatley 21 enrollees have taken courses over the two years the program has been in existence. Two enrollees have completed the prescribed number of credits for a certificate in Business Office Practices. The Certificate was issued during a graduation ceremony, and was given by the State University of New York at Farmingdale.

Currently, enrollees are working at non-profit and county agencies providing a useful and rewarding experience not only for the organization but for the community.

Older Worker Employment Specialists, also enrollees on the program, are finding full and part-time work for persons age 55 and older regardless of their financial situation. To date, in excess of 465 people have found work through this unique service of Older Workers helping Older Workers. This service is provided at no cost to the county other than the worker's salary. Office space, telephone costs, and office equipment have been donated by the organization where the service is located. In Brookhaven Town, the Town Supervisor's Office Huntington, Chemical Bank; in Smithtown, Harlem Savings Bank and in Riverhead, the Office for the Aging.

Most older persons are dependent upon the income provided through the Senior Employment Program. The Social Security check is no longer the sole support of our older citizens. Most must look outside their homes for income to fight the constant war against spiraling inflation. Any budgetary cut or the elimination of the Senior Employment Program will have a detrimental effect on their lives. According to Newsweek Magazine—"With the declining birth rate, the increase of the 65 and over group, and the future expansion of this aged population, the roles, life styles, and mental abilities, which have always been fulfilled through work, must be maintained."

Work provides many opportunites for people. There is the financial opportunity, or need, but more importantly, work promotes feelings of self worth, self esteem, socialization, and mental fulfillment. Work is something we have engage in all our lives; our identity is often connected to and depends on what we do. The older workers that have been in this program have been afforded these opportunities. Planned or forced retirement can be very disillusioning when the golden years don't turn out to be so golden. The financial stress is very overwhelming. Social Security often provides a povertyline lifestyle for most seniors. Few private pensions, which most retirees rely on, if they are fortunate enough to have a pension, are not adjusted to rising living costs and inflation. Not only can inflation be a deterrent to retirement, but it can spur retirees to seek employment to supplement inadequate income sources.

If the employment program was dramatically cut or eliminated, the financial loss would leave many of Suffolk's Title V workers in a helpless and hopeless state. Helplessness can lead to depression, which can manifest itself in physical and

mental liabilities and ailments leaving the worker no alternative other than to apply for public assistance. I would estimate that 80 percent or more of those on the Title V program would become totally dependent on public assistance.

The following are comments received from individuals who have found employment through our program:

1. "Working in this program has brought a new meaning to my life. It represents a new challenge daily and makes me feel very necessary and wanted. I feel that I have a good rapport with other people because I am a senior, myself. I also feel that the Senior Community Employment Program is filling a vital step in bringing dignity to mature adults."

2. It gives me a feeling of pride that I am performing a useful service to the community. The program is great and useful and should have been established a long time ago. It will be needed more and more in the future."

3. "I'm so pleased to tell you that I've succeeded in getting a full time job in Riverhead and I want to thank you for your earnest efforts to help me find a job. I started work last Wednesday and so far it has been fine and my transportation via the mini bus (Route 5A) to the Riverhead bus (Rte. 62 via Rte. 25A) has been perfect."

4. "I would like to thank you and the 'Suffolk County Senior Community Service Employment Program' for this nice job at the Patchogue Social Service Center. After being unemployed for a whole year and job-seeking on my own, without any success in finding a job, I was headed toward the welfare rolls myself when your job placement came to me. This job gives me a good feeling, in that I am performing a useful service for the community. It is great, and a much needed program, and will be needed more and more in the future."

5. "Thanks to Mr. Frank Trotta's program, I have found a new outlook on life. I am able to earn a salary, meet people, work in harmony with others. I feel young again, this is rewarding to my family."

6. "Working gives me a feeling of achievement. I am accomplishing a useful purpose with my time, doing something constructive and I hope and believe I am a help to the agency where I am employed. I think the Senior Community Employment Program is great and every Senior Citizen capable of working should be enrolled in it."

7. "I cannot find the right words, to thank you for the job I am now working at. At the age of 67, it is hard to get a job. If I did not call you, I might still be out of work. Again I am thanking you for the job."

8. "I have gained more confidence in myself, as to being able to work." "It has benefitted me (ref. life, family) financially." "It helps "overcome" the "barrier" faced by senior citizens in trying to obtain employment."

Approximate number of placements, April 1981 to January 1982

	People
Private industry—part and full-time positions	400
Visiting homemaker	30
Enrollee or former enrollee on title V	35
Total	465

Based on the above number of people gainfully employed—working an average of 25 hours a week at minimum wage, we have returned to Suffolk County's Economy approximately the sum of $203,112.

EXCERPTS FROM TESTIMONY

I am here today to give testimony to some problems facing members of our older population. As the Director of the Suffolk County Office for the Aging, I can assure you that the needs expressed by our senior citizens are legion and encompass the full spectrum of what is required to keep body and soul alive. Increased employment opportunities along with concerns regarding the stability of our Social Security system have never been greater or more widespread than they are today.

The nation's persistent double digit inflation and general economic uncertainties are forcing many Americans to either put off their planned retirement or to seek ways to return to work.

According to a recent New York Times article, this newly emerging pattern has reversed an 80 year decline in the age at which Americans retire from active employment. According to the "Work In America" Institute, there seems to be evidence of a long term trend toward working in the later years of life. It is this prob-

lem of maintaining economic security that dictates the life style of most Americans! For a senior citizen, this lack of economic security can literally make the difference between living or dying, being cold or comfortable, being well fed or suffering hunger and malnutrition. Economic security is the life blood of the senior citizens existence and the one issue upon which all others hang.

Some of you might remember the song from South Pacific—"There is nothing like a dame". Just substitute the job for the word dame and you will realize what a job can mean to a senior citizen. There is really nothing like a job—if it's a job you want and need.

There are several recommendations that I would like to make. Firstly, expand the Title V, Senior Community Employment Program. It is our recommendation that authorization for the Title V Senior Community Service Employment Programs be increased by 10 percent which represents a higher level than for Fiscal Year 1982. This increase will not only maintain the existing number of job slots which are currently numbered at 54,200 nationwide, but add 10 percent more job slots to the national number in 1982 and 1983.

Today in Suffolk County, there are three employment programs sponsored by the Senior Community Service Employment Program. They are: The Suffolk County Office for the Aging, The National Council of Senior Citizens, and AARP/NRTA in Islip and Riverhead. The combined number of authorized slots for the three sponsors is less than 250 positions county wide. In a county with 884.5 square miles and a population in excess of 1,287,000 people and 169,000 senior citizens, 250 slots cannot even begin to make a dent in the employment problems seniors are facing.

In the Suffolk County program, for example, there are only 35 slots available with a waiting list in excess of 3,000 people. Unique opportunities exist for persons on Title V program that cannot be found elsewhere. No where that I know of does a program attempt to capitalize an individual's potentials and aspirations and then place him or her into a job tailored to that individual's needs. Individuals are constantly encouraged by monitoring, conferences, and training to strive for self betterment or performance improvement.

Based on U.S. Department of Labor statistics for the New York, Northeast, New Jersey area for the Autumn of 1979, the cost for what is classed as an intermediate style standard of living for a retired couple is $9,808. Considering the increased living costs since 1979, including the higher amounts needed for food, fuel, shelter and the need to have and maintain an automobile in Suffolk County, I would have to put the average cost for a retired couple to exist at the intermediate level in excess of $11,000 in today's world. Based upon the foregoing, I see a terrible disparity between actual living costs and the average monthly amounts realized by our retired population, if all sources of income are combined.

Opportunities to find a small job or a part time job that will give good feelings of worthwhileness, and usefulness to an older person yet will not penalize that person through the Social Security benefit can make all the difference in the world to the vast majority of retirees. Senior citizens say, over and over, "What it all boils down to is inflation. When I retired the money was enough, but now I just can't make it." Let us help our older Americans survive. Let us allow them to live comfortably and maintain the dignity and respect they deserve. Let us strive to increase the national allocations for Title V and maintain social security benefits at their present levels. Senior Citizens are not looking for a hand out, they are looking for a helping hand.

REPORT ON SIX PROJECTS FUNDED BY THE SENIOR COMMUNITY SERVICE EMPLOYMENT PROGRAM, TITLE V OF THE OLDER AMERICANS ACT—PREPARED FOR THE FEDERAL COUNCIL ON THE AGING

I. BACKGROUND AND PURPOSE OF THE REPORT

As part of the Older Americans Act, the Title V program provides part-time employment in community service for low-income workers over 55 years of age. Started in 1968, the program now enrolls 56,000 older persons and operates in most states and territories.

The older workers serve in community-based host agencies. They work on sites as diverse as nutrition projects for the elderly and daycare centers for children of working mothers. The administration of each Title V project is the responsibility of a national or state sponsor. At the national level, the Title V program is administered by the Department of Labor through its Office of National Programs for Older Workers.

This report is sponsored by the Federal Council on the Aging as part of its congressionally mandated study on the Older Americans Act. The report focuses on operations of Title V of the Act. An earlier report by the same authors examined the history, administration, and performance of the Title V program at the national level.

This report is a review and description of various approaches used to implement Title V at the local level. It is intended for use by persons who run Title V programs and for anyone interested in how the program operates. These pages show how people work to make the program a success. As such, the report provides a detailed background on the workings of the program and supplements other studies on the Title V program.

II. BASIC OPERATIONS IN A TITLE V PROGRAM

The national sponsors and the state sponsors generally run their Title V program through project directors. These project directors are responsible for recruiting, admitting, orienting, training, and placing the older workers eligible to participate in a Title V program. In addition, the project director must help develop work sites within host agencies as placements for Title V enrollees.

This report describes the activities of project directors in five different settings. They faced different situations and overcame different difficulties—yet they also have many things in common. They all operated their programs according to the federal regulations. Each utilized the skills and the abilities of the older worker enrollees to improve the operations of the Title V projects they directed.

III. USE OF THE REPORT

The discoveries in this report will be useful to project directors. Represented in the report are Title V projects run in urban settings, in rural settings and in mixed urban-rural settings. The projects show how some common problems—such as job development and transportation—have been met. In addition to identifying the abilities of the older persons recruited into the Title V program, the project director must develop an entire program from the ground up—outreach procedures, worksite development, job placement, and supportive services must all be created through the efforts of the project director.

The successful approaches in this report are obviously not the only approaches. But they are adaptable to local needs and to the older persons hired by the program. The report may be helpful to those project directors encountering specific problems in reaching their maximum potential. A review of local approaches to Title V should also interest administrators, decision-makers, and other persons involved in the employment of older workers.

IV. METHOD USED TO PREPARE THE REPORT

This report is the result of visits to six projects throughout the United States. The research staff interviewed project directors, enrollees, and host agency and worksite personnel to get their views and experiences as participants in the Title V program. The visits were to gather information for these reports. This is not an evaluation of the Title V program, but rather a report on aspects of the program which may be of interest to operators, decision-makers and the general public.

Six sites were selected for visits by the researchers. The sites were selected to represent each of the major geographic regions. Within each of the regions, such as the South-East, projects were selected which reflected the types of sponsors running the Title V programs.

The projects visited included those located in both rural and urban areas. There is a large project, enrolling 230 workers, and a small one, enrolling 34 workers, covered in the report. The projects are administered by both national and state sponsors. Included in the reports is a project operated by the only national sponsor; a federal agency, the U.S. Forest Service. This variety of settings allows the reader to compare similarities and to contrast differences in program operations. The projects covered in this report are:

Project	Sponsor	Enrollees
Senior Employment Program, Suffolk County, N.Y.	New York State Office for the Aging	34
Rural Senior Employment Program, Russellville, Ky.	National Center on Black Aged	72

Project	Sponsor	Enrollees
Senior Aides Program of Dade County, Miami, Fla.	National Council of Senior Citizens	129
Senior Community Service Project, San Francisco, Calif.	National Council on the Aging	230
Senior Conservation Employment Program, Salt Lake City and Ogden, Utah.	U.S. Forest Service	42
Statewide coordination, Minnesota	Five sponsors	1,321

Each report is preceded by a "Summary Fact Sheet." This provides basic facts about the project, its administration, and the context in which it operates. These fact sheets allow the reader to note areas of similarity or difference.

V. AREAS OF DISCOVERY IN THE REPORT

The Title V program is basically successful, but it continually searches for improvements. This report provides examples of how innovations are developed through staff work, collaboration among a variety of agencies, and cooperation of enrollees and host agencies.

From the variety of projects visited, three general areas of common concern emerged. These areas relate to (1) elements of project administration, (2) relationships with other employment programs, including other Title V operations, and (3) project-level initiatives to enhance employment prospects. Some examples of the specifics discovered during this study are given below.

a. Project administration:

1. The use of enrollees in project administration

Title V allows project operators to use enrollees as administrative staff. In two cases in this report, the use of enrollees is especially informative:

In Kentucky, enrollees are given responsibility to administer the Title V project within a geographic region. Under supervision of the project director, they recruit, place, and monitor the work of other enrollees within their area.

In San Francisco, three enrollees serve as work site monitors. Each of them visits about thirty worksites a month to determine if enrollees are getting adequate supervision and training. They also find out if both enrollee and host agency personnel are satisfied with the placement.

2. Outreach into Ethnic and Rural Communities

A major responsibility of Title V operators is to reach out into the community and find applicants interested and eligible for enrolling in the program. It is especially necessary to reach the minority, rural and other underserved populations. Two examples illustrate this process:

In San Francisco, California, the project director used her contacts with the anti-poverty program to do outreach into the ethnic communities in the city. As a result, the enrollees reflect the ethnic composition of the city, and many of the placements are with ethnic community organizations.

In Kentucky, a "hard-core" outreach program was instituted to reach persons who have had little or no contact with social service programs. This involved hours of staff time as back roads were taken and a door-to-door canvass was conducted. The result was the recruitment of some persons who needed the Title V program and had not been contacted previously by public programs.

3. Innovative work activities for enrollees

Title V project directors are expected to develop work sites for enrollees which provide challenging work experiences. The three examples below indicate the range of such activities:

In Dade County, Florida, two sponsors cooperate to run a fire prevention service using over forty enrollees. Working in teams of two, the enrollees visit residents to provide information and guidance on fire safety.

In Utah, the Forest Service uses enrollees with backgrounds in farming and ranching to set up and maintain dozens of campsites and wilderness areas.

Also in Utah, the Forest Service is about to place enrollees in a computerized map-making organization which uses the latest technology. The enrollees will be trained to handle many of the machines used in map-making.

b. Relationships with other employment programs:

1. Equitable Distribution and Project Coordination

In 1979, the Department of Labor, which administers the Title V program, directed that all project sponsors should cooperate to establish equitable distribution of Title V benefits within each state. Methods of operation prior to that time had created noticeable imbalances in levels of service. Efforts to rationalize the distribution of Title V services have often brought various operators into contact. These increased contacts at the local or state level have resulted in smoother operations.

Title V sponsors in Minnesota approached the equitable distribution question on a basis of pragmatism and goodwill. The sponsors recognized the practical factors that affected the kind of changes that were or were not possible for each other. The state sponsor devoted its own slots to underserved areas, without a requirement to operate slots in each of the state's regions. As a result of contacts dealing with equitable distribution, the sponsors find that there are benefits derived from continuing consultation, and additional meetings are now regularly scheduled.

In Suffolk County, monthly meetings of the four project operators provide a continuing exchange of ideas and information. The four projects combine and share their talents and resources in projects that are mutually beneficial.

Sponsors operating Title V projects in Utah have established a statewide coordinating committee. Members are the project sponsors and representatives of the Utah Job Service, Rehabilitation Services, Community Action Agency, Farmers Home Administration, and the Council of Governments. The Committee provides a forum for Title V concerns, and serves as a resource in addressing the needs of the program.

c. Project-level initiatives to enhance job prospects:

1. Training to improve job performance

An important function of the Title V program is job training for enrollees. Up to 20 percent of an enrollee's time may be spent on training which improves his or her performance and enhances the possibility of unsubsidized employment. A few examples include:

In Suffolk County, New York, the project director negotiated with the State university to allow Title V enrollees to attend adult education classes in business education on a schedule which met the needs of the enrollees.

Also in Suffolk County, training was set up with a visiting nursing organization which enabled enrollees to qualify as home health aides.

In Dade County, Florida, enrollees who have limited English speaking ability are given training in written and spoken English.

2. The development of unsubsidized jobs for Older Workers

In three cases reported here, significant steps have been taken to develop unsubsidized jobs for older workers.

In Suffolk County, New York, the Senior Employment Program opened up Job Referral offices in several local banks. The offices are staffed by Title V enrollees who take applications from older persons interested in part- or full-time work. Those enrollees, as well as the project director, serve as job developers, and are regularly in contact with employers who have openings for older workers.

In Dade County, Florida, the Senior Aides Program also set up a Job Development office run by enrollees. It started as a modest venture working out of the central office of the program. It soon moved into a small office and began to specialize in placing older workers into jobs in private homes. The effort has since expanded to job development in local businesses and recently a second office has opened.

In the State of Utah, ten enrollees have been employed by the Utah Job Service to match job openings with qualified older workers. A similar approach is being taken by the Employment Service in Suffolk County. As a result, older workers are being placed directly into full- and part-time jobs. Through the initiative of Title V project directors and the efforts of the Title V enrollees, the barriers to employment for older workers are apparently being reduced.

VI. SUMMARY COMMENTS

Title V projects operate under flexible and pragmatic administrative guidelines. The many projects under Title V are so varied that there is no "typical" project, or a standard way to run a project. The examples given in the following vignettes, however, may prove useful guideposts for project directors seeking to improve some aspect of program activity.

The chart on the following page shows how the reader may locate related elements in different chapters of this paper.

ISSUES ADDRESSED	Suffolk Co. New York	Russellville Kentucky	Dade Co. Florida	San Francisco California	Salt Lake City, Utah	Min-
	see page number					
ELEMENTS OF PROJECT ADMINISTRATION						
Organization	11	22-23	32-33	45-47	57-59	66
Office Location	18	25	39-41			
Office Equipment			39			
Office Hours		25	40-41			
Enrollees as Staff	18	23	32	47	62-63	
Transportation	14	25,29				
Community Support	17	25-28	40		61-62	
Outreach	17-18	23-26 27-28	40-41	48-49 51,53	61-62	
Ethnic Considerations			33-34	48-53		
DEALING WITH OTHER EMPLOYMENT PROGRAMS						
Equitable Distribution						67-71
Making Contact	12-13 16-17				61	70-72
Sustaining Contact	13	23-24			61	70-72
Pooling Resources	16-17 13		36-38		61	70-72
Pooling Employment Info	12-13				62	70-72
SERVICES AND ENHANCING EMPLOYMENT PROSPECTS						
Job Referral	17-19	25-27	39-41	48-49	61-62	
Training Programs	14-16		38		60	
Specialized Ethnic Programs				48-53		
Language Assistance			35,38	50,51		
Food Coops		28	41-42	51,52		
Housekeeping	15-16	29	39	53		
Fire Prevention			36-38			
Office Jobs	14-15		40-41		59	
Maintenance Jobs		26			59	

CHAPTER 1—UNSUBSIDIZED EMPLOYMENT AND JOB DEVELOPMENT, SUFFOLK COUNTY, N.Y.

SUMMARY FACTSHEET

Parent agency: Suffolk County Office for the Aging, 222 Middle Country Road, Smithtown, N.Y. 11787.

An office of the Suffolk County Executive's Office and an area agency on aging. Plans and advocates service delivery system for Suffolk County, operates service programs. Founded in 1974.

Title V project initiated 1978; Project Director: Mr. Frank C. Trotta; Staff: Five Title V enrollees.

Title V activity levels:	
1978–79: 12 slots	$59,590
1979–80: 23 slots	105,062
1980–81: 34 slots	155,663

Service area: Suffolk County, N.Y.; population: 1,280,000; 55 and older: Not available.

Racial/ethnic distribution:	*Percent*
White	86
Black	5
Hispanic	9
Other	1
Unemployment level	7

Other Title V sponsors serving the same area: NRTA/AARP—Riverhead, serving Eastern Suffolk County; NRTA/AARP—Bayshore, serving Western Suffolk County; National Council of Senior Citizens—Babylon

Senior Employment Program maintain branch offices (Job Referral Service intake offices) in Patchogue, Smithtown, Riverhead, and Huntington.

(All statistical information provided by SEP, Suffolk County.)

THE SENIOR EMPLOYMENT PROGRAM

I. SERVICE AREA

The Suffolk County Office for the Aging is one of fifty-seven area agencies on aging in New York State, each of which is a sub-grantee for the state's Title V funds. The Office for the Aging is a part of the Office of County Executive Peter F. Cohalan. Mrs. Adelaide Silkworth is Director of the County's Office for the Aging.

Since 1979, the County's Title V project, the Senior Employment Program (SEP), has been directed by Mr. Frank C. Trotta.

a. Urban and rural areas

Suffolk County occupies the eastern half of Long Island, stretching over some sixty miles. Its western end is solidly populated, and dotted with many towns, cities, villages, as well as townships. Most of the county's population is in its western end. Suffolk has little industry, however, and many of its residents are employed in New York City.

The eastern end of the county is quite different, being rural, sparse in population, devoted to farming and highly seasonal tourist industry.

Excellent highways tie the county together. Public transportation is inadequate, however, for those who must travel fifteen or thirty miles or more for their jobs. The distances involved also make more difficult the job of administering a project such as SEP.

b. The job market

With little industry throughout the county, competition for jobs can be high. Fortunately, the county as a whole is somewhat affluent, with a higher-than-average median income. A substantial local tax base supports a range of public service activities. In this context, SEP and three other Title V projects operate along the length of Suffolk County. SEP has an authorized slot level of 34; the other projects have 200 slots among them.

The program elements described on the following pages reflect some of the activities of SEP, with emphasis on helping enrollees find unsubsidized jobs. The approach equips enrollees with marketable skills. The Title V effort is integrated with other related programs that may assist in placing older workers. Some of these efforts are described below.

II. WORKING WITH THE EMPLOYMENT SERVICE

After many overtures to local Employment Service offices, the SEP Project Director was told: "Let's sit down and see what we can work out." Substantive discussions with the District Manager identified ways in which the two programs could help each other. The District Manager informed the local offices of his interest; now they are interested, too, and cooperative.

a. Benefits of SEP to the Employment Service

Employment Service offices are rated largely on the basis of the number of placements they make. When it became clear that ES offices could count as placements older workers for whom jobs were located through SEP, their interest increased even more.

The Senior Employment Program makes the ES's job easier. Seniors are screened and assessed by the Title V office, to identify their interests, skills, and orientations, along with their requirements relating to rates of pay, number of hours, and job location. The Senior Employment Program also assists the enrollees by helping them to develop job-seeking skills. As a result, when the ES notifies the Senior Employment Program of suitable openings, the SEP is able to review its files for candidates who are likely to meet the requirements of the job, rather than having to sort through many possible applicants who are not interested for any of several reasons.

b. Working arrangements

The ES offices did not have older worker specialists. Now, as a result of this initiative, each office has designated one individual to serve in this capacity. The senior specialist is available for working with seniors, say, from three to five every afternoon. If there is a particular situation affecting one of SEP's applicants, the SEP office may make an appointment for the applicant with the older worker specialist.

The ES offices look for particular job openings that may be appropriate for older workers. When such openings come along, for ten office workers, for instance, or for twenty sales clerks, ES notifies SEP. SEP personnel review their files and encourage enrollees and other applicants to go to the Employment Service in connection with those openings. The ES office refers the applicant to the prospective employer. If the applicant is hired, the ES office is credited with a placement, and SEP has also placed another senior. The relationship has worked to the benefit of both offices, ES and SEP, as well as the older workers who have been hired.

c. Cooperative arrangements

The elements of cooperation arrived at by the Title V office and the ES District Office are listed below:

1. The ES and all four Title V operators in Suffolk County have cooperated in presenting two days of seminars during the county's Employ the Older Workers Week. The overall title of the program was "Ability is Ageless." The ES presentations were called "The Application for Employment" and "Job-Seeking in Suffolk County—How do we look for a job?"
2. The ES office agreed to make available to the four SEP intake offices (described in a later section) daily or weekly job listings on microfiche. The county government agreed to provide a microfiche scanner for each office.
3. Each ES office in the county designated one interviewer with special responsibility for working with senior citizens.
4. Appropriate job openings listed with the ES offices are brought to the attention of SEP. SEP, in turn, refers screened and selected individuals to the ES office in response to those leads ES receives credit for resulting placements.
5. The ES office assists the SEP in setting up appointments for senior citizens to take the New York State clerk-typist examination, and assists in placing those who successfully complete the examination.
6. The ES officer has agreed to the placement of Title V enrollees at local ES offices as vacancies occur. These enrollees will serve as older worker specialists' aides themselves, and as special liaisons to SEP. They will be especially interested in locating job openings for Title V enrollees and other older job-seekers at SEP's four job sites.

d. Helpful factors

Although the SEP Project Director's initial contacts with the Employment Service were not immediately successful, he persisted in promoting a cooperative relationship. Two key elements in the eventual breakthrough occurrred when (a) he found someone responsive and authoritative with whom he could discuss operational de-

tails and (b) he was able to identify specific areas on which the two offices would work to their mutual benefit. He met with best results by identifying specific approaches, rather than general concepts, such as "cooperation"; by showing how the arrangement would benefit the ES through placement credits; and by establishing a working and cooperative relationship with an official of sufficient authority to command the attention and cooperation of lower-echelon offices.

III. TRAINING OFFERED BY A STATE UNIVERSITY

The State University of New York (SUNY) system supports a number of Educational Opportunity Centers (EOCs). One is located in North Babylon, toward the western end of Suffolk County. The EOC "provides tuition-free, non-credit education for persons who are seeking educational and vocational skills that will lead them into college or better-paying job opportunities," as their brochure states. Its curriculum includes electronic wiring, micro-circuit construction, business education, and motorcycle and small engine repair, among other courses. Title V enrollees, being certified as economically disadvantaged, are eligible for participation in EOC's courses.

a. Making special arrangements

The SEP Director learned about SUNY's EOC almost by accident. He looked into it as a possible training center for enrollees. It seemed like a good way to help enrollees develop marketable skills. He found that Title V enrollees are indeed eligible for the program, but that the schedule of classes was not appropriate. Students were expected to attend on a regular basis. Title V enrollees can devote no more than 20 percent of their time to training. The Project Director negotiated with EOC officials and obtained their agreement for a different schedule for Title V enrollees. The EOC people agreed to permit enrollees to attend classes once a week, for four hours a day.

Title V enrollees were encouraged to attend EOC courses. Enough indicated interest in the business education courses so that two groups were formed. One group attends on Tuesdays, the other on Thursdays. Because of the long distances involved—one enrollee lives over thirty miles away—transportation was an obvious problem. Car pools were organized to provide transportation. The county helps by providing the use of a station wagon.

b. Training for office jobs

The EOC's business education curriculum deals particularly with office skills and procedures. It teaches basic typing and the use of word processors. Shorthand—dictation and transcription—is available, as is a course dealing with the transcription of dictation tapes (since shorthand is thought likely to disappear in the near future). Bookkeeping and the use of office machines—calculators, adding machines, simple and complicated copying machines—are other parts of the curriculum, as is "office practices," which deals with filing, telephone answering, postage and mailing, and handling intra-office communications. In short, the business education curriculum can provide the basics for anyone looking for a job in a professional or business office: an excellent and highly practical approach for a job-seeker, especially for one without previous experience in business.

The school operates on a highly individualized basis. Each student works alone, using textbooks, tape cassettes and slide carousels, as well as the machines appropriate to each element of the course. There is plenty of "hands-on" time. Each student proceeds at his or her own pace, so that there is no undue pressure or embarassment for those who are slower. Trained educators provide special assistance and guidance when needed, and evaluate the student's progress.

Because EOC's students progress at their own rates, there is no fixed amount of time required to turn out a good typist or office assistant. Since the enrollees are attending only one day a week, their progress is slower than those who have more frequent classes. The instructors indicate that overall they learn as well and as quickly as younger students on a comparable schedule. It may take a full year to develop a good level of skills, but the skills learned can often be reinforced and used during the period of Title V enrollment, too.

An integral part of the EOC training is a section on "employment counseling." Students are advised on how to seek employment, how to write a resume, how to approach an interview, how to fill out an application.

A final element of EOC is its program for testing and certification. While EOC cannot give college credits, it can certify test results. It is authorized, for example, to do clerical testing on behalf of the U.S. Civil Service. Enrollees armed with such

a certificate stand a much better chance of landing a job either in government or in private industry or business.

c. Useful considerations

A Title V project director should find out from public schools and colleges what sort of courses are available. The growth of junior and community colleges means such a facility is available almost everywhere. If the right thing is not now available, many educators will be happy to discuss possible additions or modifications to present curricula. Many feel a need to meet the educational needs of their communities, and Title V enrollees can represent a real community need as well as a resource.

IV. UTILIZING HOMEMAKER TRAINING

Many projects assign enrollees to host agencies that provide homemaker services. The Suffolk County project has found a way to use the homemaker profession for permanent unsubsidized jobs, as well.

Visiting Homemaker Service, Inc., (VHS) is a voluntary, non-profit home health care service, established for the purpose of training and certifying home health aides for placement in the homes of families on Long Island during times of need. Its office is located in Huntington, Long Island.

a. Making arrangements for training and placement

The Title V Director for Suffolk County learned that VHS provides a special intensive two-week training course for home health aides. At the successful completion of the course, trainees are certified, after which they can be hired—by VHS or other comparable organizations—as trained and qualified homemaker aides. VHS charges $50 for the two-week training course. The Project Director for SEP had a long talk with the VHS people, and they agreed to take a number of enrollees for the two-week training course at no charge. They would then hire the graduates—former Title V enrollees—on a part-time, as-needed, basis. Each one would be paid an hourly wage, beginning at the minimum wage. The enrollee must have a car to make house calls, but VHS reimburses its homemakers for the use of their cars.

Many areas feature a home health aide service of the sort described here. Most of them have a training program, and a continuing need for qualified personnel. Visiting Homemaker Service, Inc., like many homemaker services, normally charges its clients for services and pays its aides. Consequently, they can be good potential sources of unsubsidized jobs. They often feature flexible hours and part-time work, suitable for older workers.

V. WORKING WITH OTHER TITLE V OPERATORS TO INCREASE PLACEMENTS

Suffolk County is served not only by the county's Office for the Aging, but also by two NRTA/AARP projects—one in Bayshore and one in Riverhead—and by one NCSC office in the town of Babylon. Riverhead, near the western end of the county, serves a largely rural, sparsely populated area, as noted earlier. Bayshore and Babylon are closer to New York City, with denser population and greater employment opportunities. The four Title V projects combined provide appropriate levels of service throughout the county.

a. Initiating contact

The Senior Employment Program Director, shortly after starting his job, called his counterparts from NRTA and NCSC and invited them for an informal luncheon.

b. Common interests

All four projects face the same problems: training, enrollee selection, transportation, transition, locating appropriate placements—both subsidized and unsubsidized—encouraging employers to drop the barriers to hiring older workers, and so on.

One persistent problem faced by all four Title V projects is how to move more enrollees into unsubsidized positions. The four project directors found that they shared a number of problems in this area. Knowing that their problems were shared was a help in itself. But they also found that they could help each other with their problems.

The project directors also share information on their techniques. One of them, for example, tries to move enrollees after a few months on a subsidized job, to expand job-learning and social exposure, to heighten the workers' "profiles," and to avoid having enrollees become too entrenched in their host agency jobs, making transition

more difficult. This approach is helping to improve transition success, and it is being watched closely by the other project directors.

The projects tend to serve different areas, although the boundaries are not rigidly fixed. Since frequent and informal communications have grown up among them, the project directors now often check with each other if, for example, a new applicant shows up at the "wrong" project. There are frequent cross-referrals—"Do you have any openings or prospects?"—and shared leads—"I understand that they are hiring some people at X Company; maybe some of your enrollees would be interested."

The NRTA and NCSC projects are aware of SEP's job development offices (described in a later section). They will now refer people, especially those not eligible for Title V, to the nearest SEP intake office. They also share job leads with those offices.

c. Other benefits of coordination

Some other tangible results of the close working relationships between the four projects are these:

All four projects cooperated in organizing and running a White House Conference on Aging mini-conference in the fall of 1980.

They have worked together to organize seminars on hiring older workers during Older Workers Week in early 1981. For this effort, which featured two days of special programs, the participation of the Employment Service was also obtained.

Joint monthly meetings of two or more projects have been scheduled to make the best use of a special speaker or other resource or facility.

In this instance, four projects are operated within the same county. There are overlapping geographical areas of interest. There are real possibilities for cooperation and joint actions. There are times when two or three projects, working together, can accomplish what one, by itself, cannot. For example, when a training or transportation facility can be obtained only if there are, say, twenty participants, and one project has only fifteen enrollees interested or appropriate, two projects can combine enrollees to take advantage of the opportunity.

VI. A JOB REFERRAL SERVICE TO HELP EMPLOY OLDER WORKERS

Suffolk County's SEP is not unique in having organized a service to assist older workers—whether Title V enrollees or not—in finding employment. (See section on Senior AIDES Program in Dade County.) There are elements of SEP's program that may be helpful to other projects that have or wish to set up such services.

a. Office locations

The Suffolk County project has four offices, located in different parts of the county. One is in Brookhaven Town Hall; another is in the county's aging office in Riverhead. The other two are located in the lobbies of banks, one in Smithtown and one in Huntington.

The offices in banks, in particular, have high visibility and an identification with the world of business. They say: "We are just down the street. We are your neighbor, part of your business environment." The banks agreed to make space available, and the use of a phone extension, as a community service. SEP provided dignified and attractive signs to identify these "branch offices."

The Town Hall office is a desk and a phone and a sign, all located in the Town Clerk's Office, another high-visibility location. Similarly, the Riverhead office is in a county building where many public services are offered—a high traffic area.

The officers' locations bring a substantial number of "walk-ins," but many applicants contact the offices by phone, on the basis of personal referrals. Each office adheres to a strict "over-55" limit, but applications are taken regardless of economic status. A preliminary assessment of Title V eligibility is noted on each applicant's card, along with notes about skills, interests, availability, or limitations.

b. Locating jobs

The Job Referral Service offices are staffed by enrollees and are not operated full-time. The job developers usually review the local papers' "help wanted" sections daily, and phone for details when jobs look appropriate. If the phone call seems right, the job developer reviews the applicants' cards, and notifies those applicants who might be interested: "Mr. Smith has an opening for file clerks. You might like to call him. His number is ————————."

Job developers also "work the streets," visiting stores and businesses to advertise the services of their offices, to discuss the older workers' strong points, and to look for openings. Sometimes they learn of openings on the spot; more often, an employer will call back later when an opening occurs.

The Project Director makes contact with larger businesses with potential to hire a greater number of applicants. Such efforts have been successful with Estee Lauder and Whitman Packaging Company; other contacts with Woolco and Grumman are being pursued.

c. Keeping applicants' records

Title V enrollees' cards are filed with those of other applicants at Job Referral Service offices. When a job opening appears, current enrollees are looked at first, to ascertain whether one of them is right for the job. If so, the enrollee is given the first opportunity for an interview; but applicants who are not enrollees are considered afterwards.

An applicant's card is kept in the particular office that serves the area where he or she lives. If the applicant lives in a borderline area, the card might be kept in the two nearest offices; and, if transportation is no problem, it is shared with all four.

The central office of the Suffolk County SEP keeps copies of *all* applicants' cards, and keeps a record of all placements. Calls to the central office are referred to the appropriate branches during their hours of operation.

Each branch office submits a weekly log of activities—applications taken, contacts made, job openings identified, and placements made. There is also a monthly meeting of the job developers with the Project Director, and he visits each office several times a week. The job developers are also looking for openings for themselves, and some are participating in the EOC classes to improve their office skills.

d. Start-up considerations

Apart from the ordinary business of setting up the operating procedures, the start-up problem for such a program involves: (1) locating appropriate office space and facilities and (2) advertising the availability of the service. Careful and persistent development was required to enlist the cooperation of the banks. Banks are very concerned about their public image. They wish to be seen as serving their communities, and they also wish to maintain a dignified and respectable appearance. It is important to ensure that the operation—and the people involved—meet the bank's standard in this regard.

Advertising—publicity—has resulted from continuing efforts on the part of the Senior Employment Program's director. Press releases for the local papers, including those distributed at no charge, were prepared and issued when each office opened. The officers are periodically mentioned in public service announcements in newspapers and on the radio. And the cooperation of other title V operators in the county helps, as does the "word of mouth" that accompanies any successful operation.

SUBMITTED FOR THE RECORD BY REPRESENTATIVE MATTHEW J. RINALDO

STATEMENT OF SAM GARRO, ASSISTANT STATE DIRECTOR, NEW JERSEY GREEN THUMB PROGRAM

Mr. Chairman, my name is Sam Garro and I am the Assistant State Director of the New Jersey Green Thumb Program. As you know, Green Thumb is one of the national contractors under Title V, currently operating programs in 45 states, Puerto Rico and the District of Columbia employing some 18,000 workers. In New Jersey, one of the four pilot states for the program back in 1965, we employ approx. 1,000 workers in twenty of the state's twenty one counties.

The Title V program has been one of the most cost effective programs ever funded by the government. Studies have shown that it returns $4.75 to the economy for every federal dollar it receives. Its administrative cost has been consistantly low. Our administrative cost in New Jersey has averaged less than 10 percent. In addition, our workers are contributing to the social security system and to the tax coffers.

Green Thumb has been instrumental in developing numerous innovative projects to assist the community. These include utilizing the elderly to assist abused children, crime victims, food distribution or gleaning projects, weatherization and other energy conservation programs and numerous other projects. The eventual goal of our program is to place these workers into unsubsidized employment. Efforts in this area include job fairs for seniors, where older workers are matched with prospective employers, resume writing and job interviewing seminars, pre-retirement programs, computerized job banks and other efforts aimed at convincing the employer to hire the older worker. Our efforts have resulted in a gradual acceptance by the private sector of the older worker. Studies have shown that the trend of the older workers

leaving the workforce has declined for the first time in three decades. The Title V program has demonstrated to the employer as well as the participant himself or herself that the older worker is a productive and dedicated worker by actual on-the-job experiences instead of empty promises and unreal assurances. Last year in New Jersey 30 percent of our participants were placed in employment off our program.

The Green Thumb program in New Jersey is now developing self help programs for the older persons encouraging them to open their own businesses, turn hobbies into businesses, how to seek employment on their own, etc. The elderly want to be independent, productive and not dependent on social service programs unless they absolutely have to. The Title V program assists them in meeting this goal.

President Reagan's proposed budget would abolish the Title V program as it currently exists and put the elderly into a training program block grant with other special interest groups. However, in the past, whenever the elderly have been merged with other segments of the population in any type of program they have consistently not received their fair share. This House Select Committee on Aging in hearings on the CETA program a few years ago, blasted the administration of that program for the severe under-representation of older people on their programs. Though the elderly made up 15 percent of the population, they received only 2-3 percent of the CETA funds. CETA was told to correct the abuse. Yet years later, the committee again blasted the program for not improving their services to the elderly.

The intent of the Administration is to combine older workers with other special target groups such as native Americans, migrant workers, displaced homemakers, etc. Yet, we have these groups and many others under our successful volunteer affirmative action program. They, in fact, compose our workforce. One major emphasis on our program is with the mentally impaired persons in state institutions. We have set up sheltered workshops to give the job training for eventual placement in the community. Because of our program, these individuals have a job while making the transition from the institution to the community, the job being a vital key to a successful transition. Government saves tax dollars in two ways: the $18,000 and up cost of keeping someone in an institution and the now productive individual who is contributing to the tax coffers. There are only winners in this project, the biggest one being the former institutionalized individual himself/herself. In addition to getting job training, these individuals learn life skills such as household finance, how to purchase, etc.

The administration's proposal would only disband what's already been accomplished by our existing program. It would seem ludicrous and expensive to start all over again. Also, the effects to the rural areas would be disastrous. They would undoubtedly receive little or no funding. Unfortunately, 40 percent of the elderly poor reside in rural areas.

The effect of restructuring Title V as a community service program to a block grant program would be devastating. In New Jersey alone, over 300 agencies depend on our workers for staffing their programs. By having our workers as staff, they are able to expend most of their administrative cost in actual service delivery allowing them to serve more individuals than they had previously been funded for. They, in turn, provide our workers with actual on-the-job training and experience, so we can eventually place them off our payroll and into the private sector. Without our assistance, many of these programs would be unable to operate. They would either have to make tremendous cutbacks or close their operations. There would be, consequently, a huge domino effect if Title V were no longer a community services program.

In our state, the Foster Grandparent program would be significantly reduced as over 40 percent of that program is currently staffed by Green Thumb workers funded by Title V. This is due to the regulations that bound Foster Grandparents, stating they are not to handle mentally retarded individuals over the chronological age of 18. However, there are many over that age who still need assistance, some needing it more than their younger counterparts. Our program stepped in 5 years ago to begin a program where our workers handle those over the chronological age of 21. Needless to say, it has been a worthwhile endeavor. We also provide continuous service to those who were served by Foster Grandparents but who then reached the age of 21 and would lose this vital assistance. I don't believe the intent of eliminating Title V was to harm the Foster Grandparent program. And yet, that is exactly what will happen if the Title is no longer funded.

We are proud of our efforts in New Jersey to save on administrative costs. Our rent and utilities in our state office are provided to us free of charge. We have local contact offices in each county where the space and telephone is free to us. Our printing is done for us by our support agencies. Annual physicals, which are required by Department of Labor regulations for all our workers, are provided free of

charge for half of our workers and we are currently securing free physicals for the remainder of our enrollees. This results in a saving of a minimum of $10 per physical. Many of our workers are provided free transportation to their jobs by the host agency. And, some of our host agencies even provide free meals to our workers. We utilize interns from various colleges to assist us in our staffing, providing our program with no cost but knowledgeable assistance and providing the interns with a training ground in their respective fields. When we hold training sessions for our workers, the facilities are provided free of charge to us as are any meals and beverages served. And, free training literature has been provided by our congressional delegation. In effect, we have engaged in joint projects with numerous federal, state and local agencies whereby we provide the labor and they provide everything else. This results in a huge savings to all involved. For example, in Camden County a self-help weatherization kit was developed for low-income households. Our workers assembled and distributed the kits, demonstrated them at local meetings and helped install them for those who were unable to do it themselves because of physical inability. The result was that because of our assistance, more kits were able to be bought and thus, more families were served. Joint efforts like these have saved the government untold millions of dollars in duplication and overlap and have allowed programs to reach more individuals then they were initially funded for.

Also, host agencies have absorbed our workers into their own payrolls for seasonal periods, usually for 6 months. When the 6 months are over, they return to our payroll. This sharing of income allows us to hire more individuals on our payroll. Last year, we hired 1,400 people where we were funded for only 700. Thus, we served double the number we were funded to serve.

All the above has resulted because of our constant commitment to cost effectiveness. This fiscal year, in an effort to again cut back on administrative costs, annual leave was eliminated for our workers and the number of paid holidays was slashed in half. And yet, because of our cutbacks and commitments to cost effectiveness, no worker has even been laid off and we have been able to expand our service delivery instead of reducing it.

Congressman William Hughes, a member of this committee, has called our program the most cost effective program in the government. We are proud of our efforts. However, they have come about because of individuals dedicated to reducing costs but not services.

We have had continuous success in placing older people with the private sector. Employers have told us that we are their only source of potential older workers. Other employment agencies that they contacted sent them a constant stream of young applicants. These employers, eager to balance out their work force, and convinced of the viability, dedication and worthiness of older workers, turn to us for assistance. Not only have we placed Green Thumb workers with them, but we have referred applicants who were ineligible income-wise for our program. Our relationship with these employers has been a productive and fruitful one for the employer as well as our program.

In closing, I'd like to quote from one of our older Green Thumbers, Ms. Hattie Case, who just celebrated her 94th birthday and is already looking forward to celebrating her 95th: "If I am to keep alive, Title V must survive." She couldn't be here today because she's hard at work and didn't want to leave her job.

Life is a precious commodity in America. I hope we can continue to demonstrate our commitment to it and to our older people by keeping Title V alive in its present form.

As our nation greys, the employment of the elderly becomes a national concern. The Title V program has been instrumental at meeting this problem as well as utilizing the skills and experience of older workers to solve other pressing national, state and local problems such as energy conservation and crime. We urge that Title V remain in its present form and continue to be the most cost effective program in the Federal Government.

PREPARED STATEMENT OF REPRESENTATIVE WILLIAM R. RATCHFORD

Mr. Chairman, as the Congress begins its consideration of the administration's budget proposals in earnest it is important we today state our firm resolve to keep the title V Community Service Employment Program intact. Few other programs have been more efficiently managed and have provided a greater return on investment. We must take this President to task on his pledge that he "won't be satisfied until there is a job for every man and woman." This program, Mr. Chairman, represents not only a sound investment for the federal government in vast skills that the

older worker can provide, but equally important an important commitment to enhancing the quality of life for millions of people over the age of 60 across our great land.

The title V program is not a welfare or income-maintenance program, but rather tremendously successful program that matches the talents of older workers with the unmet needs of the community. For the older worker having a difficult time in making ends meet and has been unable for whatever reason to reenter the workforce, the experience that the title V program provides a new sense of confidence that they can make a significant contribution to the welfare of others in the community, perhaps even launch a new career, or for the elderly widow gain an opportunity to participate in the workforce for the first time.

The title V program has long exemplified the kind of federal, state and local cooperation that has been absent from so many programs. Further, administrative costs for the program have been kept to a bare minimum with nine out of ten program dollars reaching participants in the form of wages or fringe benefits. Meaningful local involvement has assured the participation of all populations in special need and has prevented any urban bias to the program that has plagued so many others. As evidence of the extraordinary success and popularity of this program, the Congress just recently reauthorized it for another three years by an overwhelming margin, and Area Agencies on Aging and other project sites are besieged with employment applications that they cannot possibly hope to satisfy.

As a former Commissioner on Aging for the State of Connecticut, I can tell you, Mr. Chairman, that the older person is proud. He or she does not want a handout from the government. He or she does not want to be forced into involuntary retirement. The older worker still possesses the skills and vitality that helped make this country great, and only wants the opportunity to contribute to meeting the needs of others in the community.

The administration's proposed plan to combine title V, CETA, and the Trade Adjustment Assistance program into a new employment and training block grant with a 50-percent reduction in spending is foolhardy. The plan offers no assurance that the special needs of the older worker will be met. But more importantly it fails to recognize the two greatest strengths of the title V program as it now exists. First, the title V program meets community needs in a manner and at a cost that no other program could hope to match. In my State of Connecticut, the program has allowed some 649 permanent job slots to be filled this year in addition to other temporary positions that are maintained during certain periods of need. The vast majority of these workers in Connecticut and elsewhere are engaged in providing services to other seniors. These workers assist in the delivery of meals-on-wheels, the operation of congregate meal sites, as homemakers, and a host of other critical functions that not only serve their need to work but help others remain in the community during their later years. There is little question, Mr. Chairman, that without a separate mandate and adequate funding for this program, many of these community needs will go unmet for other local and state agencies are ill-equipped and inadequately financed to pick up the slack themselves. This would be tragic.

Finally, Mr. Chairman, we have heard from countless numbers of state officials of the tremendous savings in welfare costs that have been realized. Proud older workers have been given the opportunity to work for wages rather than be humbled into accepting handouts.

Mr. Chairman, Members of this Subcommittee, and those here with us today, I call upon you to reaffirm your support for this critical program that has meant so much to the over 54,000 workers who participate and the communities they serve. Let us help the President in meeting his goal of assuring a job to all those who desire to work. Most importantly, let us not turn our backs on the elderly of this nation as budgetary proposals are considered, for if we do we turn our backs on the future of this great nation. Thank you, Mr. Chairman.

MATERIAL SUBMITTED BY INTERESTED MEMBERS OF CONGRESS

Statement of Representative Roy Dyson

Mr. Chairman, Members of the Committee: I welcome the opportunity to discuss a portion of the Administration's 1983 budget: Title V of the Older Americans Act.

On December 29, 1981, President Reagan signed into law a three-year authorization for the Community Service Employment Program, Title V of the Older Americans Act, which has received near unanimous support in Congress, and which I supported to the fullest. Title V has been an extraordinarily effective program. It has

worked well for the elderly participants, the communities served, and the nation. In fact, Title V is probably the single most effective community service program ever enacted.

Notwithstanding the overwhelming support this program has engendered in the past and that which it has garnered in the 97th Congress, the categorical funding for the Senior Community Service Employment Program, Title V of the Older Americans Act, has been effectively eliminated from the President's budget for fiscal year 1983. Instead, the Department of Labor, at the request of OMB, has recommended that $110 million be authorized for "older workers." This bro[illegible]thorization would become a block grant under CETA, where it would be inclu[illegible] among a variety of other job assistance programs.

Such a proposal, in my opinion, and in the opinion of the many senior aides in my district, would have a devastating impact upon this undeniably successful program. Further, it represents an attempt to circumvent the overwhelming bipartisan support which Title V has received.

Some of the benefits of the program must be noted.

Most directly, the program finances the part-time community service employment of over 54,000 older Americans between the ages of 55 and 80. In Maryland it employs 800 such persons and in the First District, which I represent, about 150.

In addition to the older citizens directly employed by Title V programs, nearly double that number of senior citizens benefit from job training and referrals to permanent private sector employment due to Title V-funded employment counseling and job fairs.

Very importantly, through working the participants gain work skills and income that promote their social and economic independence, and heighten their sense of self-worth as they are enabled to make a valuable contribution in these areas where they serve.

What kind of service do they render? They work in senior centers, child day care programs, weatherization programs and public libraries and schools. They do important work.

Lastly, and emphatically to be remembered, this program saves money. It is doubly cost effective, providing an income to older Americans who would certainly rather work, but would otherwise be dependent upon government assistance; and providing necessary services which could not be more economically funded.

One thorough study of the program concluded that at the very least it was saving taxpayers $1.15 for every dollar in cost. At this rate the money appropriated for fiscal year 1983, returning 15 percent on the dollar, would have resulted in a gain for the U.S. Treasury of $44,475,000, savings which in this year of tremendous deficits the Treasury cannot afford to lose. Mayors, council members and community leaders have repeatedly testified that this program does not involve "make-work," but that program participants make important contributions to their communities, doing necessary work which many communities can ill-afford to fund in any other way.

In terms of management and operation, the Title V program is a study in flexibility and innovation unburdened by excessive regulation. It realizes a healthy combination of local, state and federal initiatives, its benefits are well-balanced between urban and rural areas, and its administrative costs are extremely low.

Why does this program work? People at the local level want it, and are willing to guide and support it, to the limits that they can. But we cannot break the camel's back by so severely cutting back our own support. If we do, all of our goals will scatter to the sands.

Beyond the stark reality of cost savings lies a social contribution to the lives of those who have contributed mightily to our social and economic strength. This program takes advantage of a vast resource of talent that would otherwise be ignored by private and public employees alike. It gives our seniors job training and experience in a second career and educates employers as to the advantages of hiring older Americans.

I have received hundreds of letters on this subject, from those who actually participate in this program to many who are simply aware of the tremendous contribution it makes to their community. I would like to submit one such letter which illustrates the importance of Title V. It came to my office just this morning.

DEAR MR. DYSON: I am an Aide with the Office On Aging, here in St. Mary's County, our office and my Supervisor, Mrs. Virginia Vance being in the Garvey Bldg. in Leonardtown, Md. on Leonard Hall property. I have been selected to write to you on behalf of them. We would like to ask you to try to help us to keep our program going to help or elderly people here in St. Mary's County. Our Senior Community Employment Program, Older Americans Act Title 5. The money put in the

budget is needed badly. As you are one of us, I know you must know of our need to help the aged and we have so many here in our county and state. Being an Aide I get to go in the homes and give of my time to do whatever is needed to do for them. I am on the In-Home Lunch route. We deliver in-home meals to those who can't do or fix for themsleves. It is a great service to do for seniors and it means so much to them to have the sites for them to go to each day and the parties at Christmas, Easter, etc.; to get out and mix with other people. We take them on trips—this February 20 we carried them to the Capitol Centre to see the Ice Capades. Some of them have never had a chance to go see such as this—it means so much to them in the few remaining years of their lives they have.

We hope you will see our need and do what you can to keep our program going.

Sincerely,

VERONICA B. WALLACE,
Office On Aging Aide.

Mr. Chairman, and Members of this Committee, I share the determination to maximize the effectiveness and fiscal accountability of government programs. The Senior Community Service Employment Program is a paradigm of the legislative attainment of those very objectives.

The dismantling of this program, as proposed in the budget recently submitted to the Congress, is unquestionably a step in the wrong direction. I would be folly to recklessly abandon what is probably the single most effective community service employment program ever enacted.

Thank you, Mr. Chairman.

HOUSE OF REPRESENTATIVES,
Washington, D.C., March 25, 1982.

Hon. JOHN L. BURTON,
Chairman, Subcommittee on Retirement Income and Employment.

DEAR MR. CHAIRMAN: Knowing of your interest in the future of Title V of the Older American's Act, I am taking the opprotunity to forward to you a recent White House response to my letter on this subject. I thought you might be interested in the Administration's rationale for not including the categorical funding for this program.

If I may be of any assistance to you or the committee, please let me know.

Sincerely yours,

ROY DYSON,
Member of Congress.

Enclosure.

THE WHITE HOUSE,
Washington, D.C., March 16, 1982.

Hon. ROY DYSON,
House of Representatives, Washington, D.C.

DEAR ROY: This letter follows up my aknowledgement of your February 11 letter urging the President to support the Community Services Employment for Older Americans program authorized under title V of the Older Americans Act of 1965.

You may recall that, during the discussion over the reauthorization of the Older Americans Act last year, the Administration had urged that the authorization of appropriations for the title V program only be extended to the end of Fiscal Year 1982. This would have meant that the authorizations for title V and the Comprehensive Employment and Training Act (CETA) would have expired at the same time. The Administration had hoped to use this coincidence of authorization expirations to facilitate a complete review of training and employment programs.

While Congress chose to extend the authorization for appropriations for title V for three years, the Administration saw no reason to object since such an extension would not prohibit an examination of the title V programs along with CETA.

Although the Administration has proposed not to continue financing title V as a separate program in 1983, this does not necessarily mean that the result has to be the end of job opportunities for these older workers. The Administration will be transmitting to Congress in March a proposal to revamp the Federal role in training and employment programs. Two parts of that proposal could affect older workers now served by title V. The major part of the Administration's proposal is a $1.8 billion grant to States for training and employment. We have not yet worked out the final details of this proposal. However, our present thinking is that while most of the grant resources would be used for training for out-of-school youth and AFDC

recipients, a portion could be available to the States for services for such persons as disadvantaged older workers. A second part of the proposal includes a $200 million program administered by the Federal government that would authorize job training services for older workers, among others.

There are also alternatives to title V programs for continuing the involvement of older workers in community service activity or increasing their job opportunities. One alternative could be through participation in the three Older American volunteer programs run by ACTION which are similar to title V. A second option, given the perception by many users of the title V participants that these older workers are productive employees providing valuable services, would be to continue them as regular employees in the programs where they presently work.

Unfortunately, the lack of transition into these jobs has been one of the major failures of the title V program. There has been little effort by the program to train older workers for second careers. Based on experience in the program, the Department of Labor estimates that only 15 percent of the title V participants will find unsubsidized jobs this year. The Administration's proposal for training and employment programs for 1983 is designed to improve on that record.

Because the transition rate to unsubsidized jobs is so poor, the conclusions of the study by the National Retired Teachers Association—American Association of Retired Persons (NRTA-AARP) are not as compelling as they might otherwise be for the program as a whole. As you noted in your letter, the cost-benefit calculations refer only to placements in unsubsidized jobs, not for all participants. As noted, only 15 percent of participants are so placed. In addition, the NRTA-AARP study cannot be taken as good evidence of title V performance since the sample was so small and there was no control group. Without some measure of what would have happened in the absence of the program it is not possible to say with assurance what the cost-benefit calculation would show.

We appreciate your taking the time to express your position to the President.

With best wishes,

Sincerely,

KENNETH M. DUBERSTEIN,
Assistant to the President.

SUBMITTED FOR THE RECORD BY REPRESENTATIVE GREGORY W. CARMAN

PREPARED STATEMENT OF REPRESENTATIVE MANUAL LUJAN, JR.

Mr. Chairman, I am grateful for this opportunity to voice my feelings concerning the proposed budget cuts leveled against Title V of the Older Americans Act.

I realize that with the state of our economy today in an unstable condition and our country's debt skirting the one trillion mark, that budget cuts are demanded. However, I find it incomprehensible and indefensible that funds for a worthwhile program such as the Senior Community Service Employment Program (Title V) should be reduced. The future of this most worthy program is now in question; at this time, we do not know whether Title V will merely have its budget reduced or be phased out entirely. Neither of these alternatives is acceptable.

The Senior Community Service Employment Program serves both the community and our elderly. Title V is not simply one of the federal government's "give-away" programs. Senior citizens in a low income bracket who are involved in Title V receive at least minimum wages for work done in non-profit community service agencies and in government offices. The benefits to all who are involved in Title V are numerous: community agencies receive additional staff and are thus able to expand their services to the community at no cost; senior citizens with minimal incomes are able to supplement their income with their earned wages; and the emotional and psychological benefits to the elderly employee are important side effects.

Title V has been proven to be a cost effective manpower program, whereby the federal government is, indeed, receiving reliable employees and community services for the money spent. However, financial returns are only one side of the story. There are millions of our country's senior citizens who have been made to feel useless, unwanted by our society. When they have retired from their previous positions, they have been shunted to the sidelines, as if they were unnecessary to society. Some of the benefits of Title V are not measurable—feelings of well-being and of self dignity on the part of the seniors who participate in this program. I fervently believe that this alone makes the Title V program's continued existence of extreme importance.

I would ask for your consideration of my statements, upon deciding the future of Title V, and request that the Senior Community Service Employment Program continue, as in the past.

Thank you,

MANUEL LUJAN, JR.

PREPARED STATEMENT OF REPRESENTATIVE BILL MCCULLUM

Mr. Chairman, the President, in his 1983 budget has proposed to eliminate the Senior Community Service Employment Program (SCSEP) as a separately funded program and include it in a nationally administered training and employment program for "special groups." Under the 1983 budget, this new program would attempt to serve the special employment needs of Indians, migrant workers, and displaced homemakers as well as older Americans with proposed outlays of $274 million for 1983. As SCSEP (Title V of the Older Americans Act) now exists, it provides jobs to 54,200 low-income older Americans at a level of $277 million. The program "hires" low-income people age 55 and older and places them in minimum wage 20 hour a week service positions in nonprofit organizations and public agencies. What the 1983 budget proposes to do is to fund a program at below the current funding level for SCSEP alone, while at the same time increasing the responsibility and number of groups covered. I believe the decision to alter the Program in this manner is unrealistic and unwise. The value of SCSEP is proven and I strongly urge that SCSEP be kept separate and funded at the authorized level in Public Law 97-115, which the President signed December 29, 1981.

As a Representative of Florida with a large population of senior Americans it is my duty to support effective programs which meet the needs of senior citizens in Florida. Over 2,800 senior citizens in Florida are served through this program, and SCSEP has been beneficial not only to these individuals but to the communities in which they work. SCSEP provides jobs in nonprofit organizations and public agencies and to eliminate the program would hurt the organizations to which these individuals contribute. SCSEP is not a social program riddled with waste, bureaucratic overhead and underserving beneficiaries. The program has low administrative costs meaning that most of the money goes directly toward paying the salary of the individuals given positions. To qualify, single persons must make no more than $4,810 a year counting Social Security, pensions and any other cash income. Households are limited to not more than $5,690. With the average yearly income of those accepted being approximately $2,400 the program is clearly directed to serve the truly needy—those who need the protection of our society's "safety net".

As is indicated by the income figures, most of the people who participate in the program depended on such programs as Medicaid and food stamps to survive; SCSEP gets these people off these programs and allows them to earn their money and gain confidence and self respect. Moreover, many of the participants in the program go on to permanent jobs becoming independent and subsequently pay income and social security taxes. In Pasco County for example, a county which I represent, 23 of 85 SCSEP participants became permanently employed due to the experience and confidence they gained through the program. SCSEP is important in the effort to end age discrimination in the job market. Far too often senior citizens are turned down for jobs simply because of age. The senior Americans of this nation represent a wealth of experience and skill which should not be wasted. Finally SCSEP is one of the few federal programs which is truly cost effective; every dollar invested in SCSEP returns $1.15.

I have received many letters from my constituents expressing support for SCSEP, and anxiety over the possibility of their jobs being taken away due to the budget proposal. On their behalf, and for the reasons cited above, I strongly urge that SCSEP not be eliminated and that it be kept separate and funded at its authorized levels.

PREPARED STATEMENT OF REPRESENTATIVE DONALD J. MITCHELL

Mr. Chairman; I appreciate the opportunity to speak on behalf of continued funding of the Senior Aides program under Title V of the Older Americans Act.

This program enjoys broad support in the Congress—deserved support because it has successfully provided opportunities for employment of a group of older citizens whose resources are meager and whose desire to work is great.

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Changing the administration of this program for reasons of cost or for reasons of failure as a training program is shortsighted and the proposals for alternate funding approaches appear designed to assure that a good program will be discontinued.

If my constituents, who serve as senior aides, are a representative sample, savings from the elimination of Title V will become costs to food stamps, Medicaid, S.S.I., and welfare. They are over sixty-five years of age, have been on welfare and will return if they lose their senior aide jobs, they have looked for work in the private sector and have been rejected because of age and/or health reasons. Their senior aide work either makes up the difference between their Social Security benefits and the cost of living or it constitutes their sole source of income.

The argument that the program fails because it has shown no ability to move senior aides into private sector employment ignores such potent factors as widespread unemployment throughout the economy, chronic unemployment in many areas of the country (including my District in New York), and the difficulty, at any time, of finding employment for persons in their 60s and 70s.

A further hindrance to employment of these senior aides by State and local governments (which presently hire many under Title V) is the requirement that jobs be filled under the Civil Service system. If they wished to continue to hire senior aides, these units of government would be unable to do so. These jobs will be filled, if at all, by persons drawing higher salaries with career benefits. Under current economic conditions, the jobs will probably not be done.

I have been reassured repeatedly by the Office of Management and Budget that the senior aides program would be continued in another form. The best information available now convinces me that continued funding under title V of the Older Americans Act is the best way to assure that this worthy program continues.

PREPARED STATEMENT OF REPRESENTATIVE CLAUDINE SCHNEIDER

Mr. Chairman, and Members of the Select Committee on Aging, I appreciate having the opportunity to share with you my views on Title V of the Older Americans Act: the Senior Community Service Employment Program.

This program, which has been in existence since 1973, has been providing part-time employment opportunities to unemployed low-income citizens aged 55 and older. For those who wish to remain active by working, it gives them a chance for employment at minimum wage in hospitals, libraries, health centers, and other community service programs. These are jobs which are beneficial to our communities and give the senior citizens an outlet for productive activity.

In my state of Rhode Island approximately 285 people are employed by this program. It is a boost to our economy to have these citizens continue to work. At this time when jobs are harder to find and the elderly are too often discriminated against, it is worthwhile to aid them in getting jobs.

It is my hope that Title V be continued as Congress has intended. We should not let these hard working citizens loose jobs which are so important to them.

Mr. Chairman, we simply can't reduce our commitment to the elderly any further. They are the most vulnerable group of citizens, and they are the least able to do anything about their economic condition. The programs under Title V represent a carefully constructed effort to maximize those opportunities which are available.

The traditional way of dealing with problems in this country over the past decades has, in many cases, been to throw money at them without looking at long term solutions. Title V, on the other hand, provides solutions—jobs—and that reduces the necessary public burden by taking low income seniors off assistance rolls.

Mr. Chairman, I would like to request the Committee's indulgence in sharing two of the hundreds of letters I have received from Rhode Island. I think they tell it all.

TIVERTON, R.I.

DEAR CONGRESSWOMAN: I'm writing in behalf of Title V SCSEP Program.

This program gave me an opportunity to earn while training in a new field. I was unemployed, had used up all payments and needed a job. At 59½ (I'll be 60 May 4) one can't find a job that easily. This program placed me in Head Start which they appreciated me and then when an opening came, I went off the program 'til that job was eliminated due to Budget cuts. I went back on the project to Child & Family Day Care in Newport, where I'm training as a teacher's aide. This program we work helping others while getting our training and earning some money.

I don't know what the Seniors will do if we don't have this program to turn to.

Sincerely,

MISS HELEN J. MENDES.

DEAR CONGRESSWOMAN SCHNEIDER: I am President of the R.I. Council of Senior Citizens and I am aware that the Older Americans Act, Title V, with employment for seniors has had no funding appropriated for the programs in the 1982 budgets.

This affects over 54,000 seniors in the U.S. who work on these programs. The small paychecks they receive supplement their social security checks, so most of them do not have to seek welfare, food stamps or SSI to sustain them in these inflated times. As these other entitlement programs are also being cut, these actions are making these seniors disheartened and disillusioned with their government.

I am asking for myself and all the others to please reconsider this action and appropriate the necessary funds to keep our programs intact.

Thank you sincerely,

MADELINE A. MCDONALD,
President.

I wish to thank the Chairman and the Members of the Committee for the opportunity to participate in consideration of this vitally important program.

PREPARED STATEMENT OF REPRESENTATIVE C. W. BILL YOUNG

Mr. Chairman, Thank you for allowing me to present testimony before your subcommittee concerning the future of the Senior Community Service Employment Program.

There is no part of the nation where this senior employment program has better demonstrated its true value than in Pinellas County, Florida. The 223 senior citizens in my district who are contributing to the community through this program are typical of the 2,800 workers throughout the state of Florida, and the 54,000 employees nationwide who are proud of the fact that someone has given them a chance to work.

Despite the passage of legislation to prohibit age discrimination in the workplace, the sad truth is that older Americans are finding it more and more difficult to find work. A recent Equal Employment Opportunity Commission study found that the number of formal age discrimination charges increased 75 percent in the last two years.

Throughout our nation, there are men and women of retirement age who would love to work again, if only they could find an employer willing to hire them. For many workers, searching for a job is an experience they have not had to deal with for a great many years. Senior workers who were displaced by younger employees, or spouses who have recently lost their husband or wife, find it an economic necessity to work, but the opportunities for employment don't exist.

We all know the problem inflation has caused those who have retired and live on pensions. These people are finding that their pensions will not support them through retirement. The stories of senior citizens who are forced to exist with little or no money and poor and inadequate sources of food and shelter are disheartening.

The Senior Community Service Employment Program, since its inception under Title V of the Older Americans Act, has provided older Americans with a source of employment in positions where they can proudly contribute to their community. Without the program, the only option available to these workers would be the welfare rolls, an option a great many senior citizens are too proud to exercise.

In 1975 and again in 1976, the program was threatened with extinction when the annual budget requests allocated no money for Title V. On both occasions, I was successful, along with my colleagues on the Appropriations Committee, in inserting the needed funds into the respective appropriation bills. It appears as if a similar action will be required this year if we are to once again stave off any threat to this successful program.

As testimony to the program's success are the many calls and letters I have received the last few weeks pleading that the program be saved. Not only is this response coming from those who are employed by the program, but it is also coming from the agencies which employ the senior Americans and daily see their contribution to the community. Private businessmen who have hired employees through the program also have written to tell me how they have hired former community service workers and have found them to be assets to their businesses.

In Pinellas County, the employees in the Community Service Program work for many organizations including hospitals, senior citizen centers and schools. The Director of St. Petersburg's Public Libraries has written me to praise the senior employees for their work within the libraries. A local Fire Chief wrote to tell me of the tremendous support a community service employee provides for his fire station. He said the employee has been a tremendous asset in relieving the overwhelming re-

sponsibilities of his fire fighters and paramedics. And an official of the St. Petersburg Police Department contacted my office to tell me of the work these community service employees have done to enhance the city's Crime Awareness Program. We said these workers help the city's elderly understand safety precautions and techniques, which reduce the threat of crime in their neighborhoods.

This is only a small sample of the work these senior citizens do for the county I represent. The contribution of this program can be multiplied thousands of times when we consider the work of these people throughout the nation.

Mr. Chairman, I am proud of the role I played in the creation of the Select Committee on Aging and I want you to know that it is my intention to help you and the members of your committee in every way possible to see that this program is continued without disruption. The program is too valuable to the workers it employs and to the communities it serves to allow it to die an unnecessary death.

Thank you, Mr. Chairman.

STATEMENTS FROM NATIONAL ORGANIZATIONS

STATEMENT OF CARMELA G. LACAYO, PRESIDENT/EXECUTIVE DIRECTOR, ASOCIACION NACIONAL PRO PERSONAS MAYORES

Mr. Chairman and Members of the Subcommittee on Retirement Income and Employment, the Asociacion Nacional Pro Personas Mayores appreciates your invitation to submit testimony concerning the Administration's proposal to terminate funding for the Title V Senior Community Service Employment Program (SCSEP).

We wish to congratulate you for holding these timely hearings at this early date.

Title V is clearly an important program for older Hispanics and other low-income persons. It enables 54,200 disadvantaged persons aged 55 or older to improve their economic well-being while making valuable contributions in their communities.

The basic principle underlying Title V is really very simple. People help themselves while rendering needed services in their communities. This is perhaps the key reason that Title V has been so successful for all concerned.

The Asociacion believes that a program as effective as the SCSEP should be continued, not terminated. Over the years, the SCSEP has proved its value and worth to low-income Hispanics and other elderly Americans. The SCSEP provides nearly $17 million of additional income for them to pay for food, medical care, transportation, energy, housing, and other basic necessities.

Without Title V, many older Hispanics would be forced to depend upon assistance programs, such as Supplemental Security Income, food stamps, and Medicaid. Termination of the program would be costly to our nation. In fact, it is estimated that unemployment benefits may increase by as much as $45 million if the SCSEP is eliminated.

COST-EFFECTIVE PROGRAM

The Asociacion believes that Title V should be funded at the full $296.5 million authorization level for fiscal year 1983. This would provide at least 54,200 jobs for older persons. Title V deserves to be funded fully—even during these austere times—because of its high cost-benefit ratio. One study revealed, for example, that the SCSEP saved $1.15 in assistance payments for each Title V dollar spent. Older Americans do not want public assistance. But they do want to live in dignity and with self-respect. Title V enables them to meet these goals by improving their economic well-being and offering an opportunity to engage in purposeful and fulfilling activities.

In addition, Title V benefits our national economy. It strengthens the purchasing power of low-income older persons so they can buy everyday essentials. And it stimulates local economies through a wide range of activities.

VITAL FOR HISPANICS AND OTHER MINORITIES

Title V is an effective weapon to combat poverty, because it is directed at individuals living near or below the poverty line. This is crucial now, since poverty has increased recently by 800,000 for people 55 or older: from 5.1 million in 1978 to 5.9 million in 1980. Figures are not yet available for 1981. However, the Asociacion expects another poverty increase for older persons because unemployment and inflation were high throughout 1981. We may see a million or more persons 55 or older added to the poverty rolls over a 3-year period—an all-time high.

The latest evidence shows that older Hispanics have been especially hard hit by difficult economic times. Poverty has increased by more than 46 percent for Hispanics 55 or older, from 213,000 in 1978 to 312,000 in 1980. Older Hispanics are more than twice as likely to be poor as the entire white aged population. Nearly one out of four (23.4 percent) Hispanics 55 or older lived in poverty in 1980, compared to about one out of nine (10.7 percent) for all aged whites. There is also very clear and convincing evidence to suggest that older Hispanics suffer from greater extremes of poverty.

Termination of Title V would only add to their misery and cause more elderly Hispanics and other older Americans to live in poverty. The damage is likely to be far greater for older Hispanics because their problems are frequently more intense than those of other groups. In a very real sense, they experience triple jeopardy because they are old, quite often poor, and a minority. In addition, language barriers magnify problems for older Hispanics. Many Anglos never experience poverty until they became old. Many of the Hispanic elderly, though, have known poverty throughout their lives—from the moment of birth until death. Senior citizen status simply confirms the inevitable for them: a life of misery with no realistic hope to escape.

Their educational attainment is substantially below that of most other older Americans. Nearly 45 percent of all Hispanics 65 years or older—or almost one of every two elderly Spanish-origin persons—are functionally illiterate (they have completed less than 5 years of schooling). Almost two out of three Hispanics in the 65-plus age category (66 percent) have not completed 8 years of schooling. Older Mexican-Americans are clearly among the most educationally deprived groups in our society today. About five out of eight (64 percent) have less than a fifth-grade education. In sharp contrast, only 8 percent of non-Hispanic persons in the United States have less than 5 years of schooling. The median educational level for older Spanish-origin persons is 5.7 years, and just 3.1 years for aged Mexican-Americans. Yet the Senior Community Service Employment Program allows these and other hard-to-employ older persons to contribute meaningfully to their communities and promotes their self-support.

HELPS THE TRULY NEEDY

Title V is clearly a program that reaches out to and helps the truly needy. About 86 percent of all enrollees (as of March, 1981) had incomes below the poverty line. The remaining 14 percent had incomes between 100 percent and 125 percent of the poverty thresholds.

Almost three out of five participants (58 percent) did not graduate from high school, and nearly three out of eight (36 percent) had less than an eighth-grade education.

Four out of five enrollees (80 percent) were 60 or older, and one out of four was 70 or older.

These figures make it abundantly clear that Title V serves some of the most economically deprived and educationally disadvantaged older persons in the United States. The SCSEP enables these individuals to become productive and contributing citizens. It provides a dignified means for these persons to return to the mainstream in our society.

NEED IS GREAT

The need for Title V is perhaps greater than at any time in its history. Unemployment has increased by 17 percent for persons 55 or older, from 534,000 last July to 624,000 in January, 1982. This does not take into account, however, hidden unemployment—the discouraged workers, the labor force "dropouts," and people electing to receive permanently reduced Social Security benefits because they cannot find work.

Many of these older persons—especially elderly Hispanics—are simply not able to locate employment in the private sector because of the dreadful job picture. The overall unemployment rate is already nearing the highest level since 1941. It could very easily climb above 9 percent in the months ahead.

Community service employment is the only realistic prospect for a large proportion of unemployed older workers, especially those with limited education and obsolete work skills. Private industry is not going to jump at the opportunity to hire the 73-year-old Hispanic man with a fourth-grade education. Title V can assist this individual in returning to the road of economic recovery. And it can provide him with the training and skills to compete more effectively in our society.

The SCSEP provides other important dividends to disadvantaged older workers. The Asociacion, for example, has developed a program responsive to the bilingual needs of limited English-speaking persons. Practically every dollar spent in our program benefits the older worker—in terms of higher wages, fringe benefits, and additional services.

CONCLUSION

The Asociacion believes that Title V is the most effective community service employment program ever developed. It has been effectively and efficiently administered.

Throughout its history, Title V has enjoyed solid bi-partisan backing, and deservedly so. Congress reaffirmed that support recently with the enactment of the 1981 Older Americans Act, which extended the SCSEP for 3 years. That legislation cleared the Congress in final form this past December without a dissenting vote in either the House or Senate.

We do not need any more proof that Title V works well. What is needed is a renewed Congressional commitment to build upon the SCSEP's earlier successful efforts to assure that it can help more older persons who want and need to work.

The Subcommittee on Retirement Income and Employment has been a leading advocate for older workers. We urge you to work for the continuation and expansion of Title V. Thank you again for the invitation to testify on behalf of SCSEP and older Hispanics.

NATIONAL ASSOCIATION OF AREA AGENCIES ON AGING,
Washington, D.C., March 8, 1982.

Hon. JOHN L. BURTON,
Chairman, Subcommittee on Retirement Income and Employment, U.S. House of Representatives, Washington, D.C.

DEAR CONGRESSMAN BURTON: The National Association of Area Agencies on Aging (N4A) affirms its continued support for the Senior Community Services Employment Program (SCSEP). For the past fourteen years, SCSEP has supported older workers in part-time employment through funds which are appropriated under Title V of the Older Americans Act (OAA) and administered by the Department of Labor (DOL). Due to the efficient administration of this program, the 277 million dollars appropriated in 1981 have been stretched to enable gainful employment for over 77,000 older workers at some point during the program year. These numbers firmly attest to the program's cost effectiveness. For this reason, in addition to other meritorious facets of the program enumerated below, N4A believes strongly that the Title V program is well conceived, timely, and worthy of commendation and continuation.

On a State level, the program is presently operated by eight national contractors and 50 state governments. This operating structure assures a wide range of job placements to a geographically scattered group of low income older persons (55 and older). At the local level, this structure further blossoms with the inclusion of Area Agencies on Aging, the community foci for services coordination to the elderly. Both national contractors and State Governments elect to administer the SCSEP via Area Agencies in a majority of states. Thus, the essence of local flexibility in securing job placements and geographic coverage is further maintained, allowing for innovative programming to occur. In fact, a study on SCSEP performance, conducted by Morgan Management Systems, Inc., states, "The DOL administers the program in a manner which allows and encourages local initiatives". It further asserts, "The program has a degree of flexibility equaled by few other programs".

Local ingenuity in administering SCSEP is indicated by the following example of an Area Agency in Georgia—The Coastal Area Planning and Development Commission. This Area Agency's use of SCSEP funds increased the employment and service options available in its rural area. In one instance, the program supported a speech therapy course at a Junior College in addition to a $50 tuition fee for SCSEP enrollees. This training enabled SCSEP graduates to qualify as teacher aides and secure employment in area schools. In another instance, the same Area Agency established a recycling operation for multiwall bags contaminated by a paper processing mill. This operation not only provides employment for 40 older workers, but it has resourcefully and productively contributed to local industry.

In addition to the SCSEP's characteristics of local flexibility and cost effectiveness, there remain two other very valuable features. The first one relates to the program's ability to provide meaningful employment for older persons who are both -

socially and economically deprived. SCSEP participants are all at or below 125 percent of the poverty line, as established by the Office of Management and Budget (OMB). This level of economic need is further coupled with the fact that for one reason or another, these enrollees have lost their opportunity to gainfully participate in the "working world". As documented in many psychological studies, role displacement in retirement can severely undermine one's self esteem and mental health. Therefore, purposeful employment for such persons produces immeasurable benefit to these individuals.

The second important aspect of the program concerns the benefits to communities that employ older workers. Through the solicitous implementation of the SCSEP, the quality of life throughout the local community is enhanced. This is accomplished by placing program participants in community service positions. According to a DOL quarterly status report of this program, all enrollees have placements in community service areas such as: Social services, nutrition programs, health/home care and hospitals, housing/home rehabilitation, outreach/referral, and recreation/senior centers. In this way, services to community residents can be maintained during a time of great sensitivity to budget restraint. Obviously, the benefit extends beyond the mere maintenance of community services to the many service recipients who are directly aided by the energies and efforts of older workers.

It is N4A's contention that the SCSEP is a sound, efficient and valuable initiative. N4A commends the creators of this program, who in 1968 had the foresight and wisdom to develop a program that fourteen years later is in tune with current priorities. Local flexibility, cost effectiveness and continued employment are very much the essence of the prevailing philosophy. Therefore, not only has the program not outlived its purpose, it has evolved to meet the challenge of today.

For these very reasons, N4A supports the full continuation of this very successful and timely senior employment program. The elimination of funds for the program, as identified in the Administration's 1983 Budget Proposal would be a terrible mistake from a variety of perspectives. First, the proposed elimination would force current and future program participants to compete for other shrinking Federal and State resources. This solution would not only preclude any contribution of tax dollars to the economy, but it would undermine any sense of worthiness derived from purposeful employment. Second, the removal of older workers from community service positions will most assuredly decrease the current level of services and increase administrative costs. Last, the elimination of the Title V program will compound the negative impact of already tightening social, transportation, health and labor programs administered by other agencies. In relationship to the total amount of dollars spent for SCSEP, the wide array of benefits are astonishing.

N4A, on behalf of the Area Agencies on Aging, the SCSEP enrollees, the local communities, and the service recipients, urges that this viable program be maintained in its present form. If you have questions regarding our position, please contact me at 484-7520.

Sincerely yours,

RAYMOND C. MASTALISH,
Executive Director.

STATEMENT OF THE NATIONAL ASSOCIATION OF STATE UNITS ON AGING

The National Association of State Units on Aging firmly believes that the Senior Community Services Employment Program (SCSEP) makes a valuable contribution to the lives of thousands of older persons and to the quality of life in communities across the country. We are opposed to the elimination of the program as proposed in the Administration's fiscal year 1983 Budget.

SCSEP which is funded under Title V of the Older Americans Act and administered by the Department of Labor (DOL) began in 1968 as a demonstration project. The project was conducted by four national contractors and supported 2,400 older workers in community service positions. Today the program is operated by eight national contractors and 50 state governments which were added as program sponsors in 1976. For the 1981-82 program year, SCSEP was founded to support 54,000 older workers in part time employment. The State governments administer approximately 24 percent of these job slots through either the State Units on Aging (in 44 States) or State Manpower Offices (in 6 States).

PROGRAM ACCOMPLISHMENTS

Since its inception, the Senior Community Service Employment Program has demonstrated its capacity to effectively and efficiently achieve its three main objec-

tives. First, SCSEP provides part time employment to low income persons 55 years of age and older. While the 1981 appropriation of $277 million allows for a DOL authorized slot level of 54,000 positions, the program sponsors have been able to provide over 56,000 job positions as a result of low administrative costs. In addition, over the course of a program year more than 77,000 older workers participate in the program. All of the participants fall within 125 percent of the poverty level as established by the Office of Management and Budget while 86 percent are at or below the poverty level. Sixty-seven percent of the enrollees are women, 33 percent are members of minority groups and 58 percent did not graduate from high school. The SCSEP provides these older workers with an opportunity to serve their communities in part time jobs in areas such as home health care, education, and nutrition.

Providing human services to communities through jobs established in state and local governments and non profit organizations is the second objective of SCSEP. Older workers provide services to the community which would not otherwise be provided. Of the 56,000 workers enrolled, 51 percent work in community service jobs such as teachers aides, librarians, tax assessors, dispatchers, homemakers, and transportation providers. Forty-nine percent work in services directly related to the elderly. They perform such jobs as nutrition site managers, information and referral specialists, outreach workers, bus drivers, home repairmen and employment counselors.

For thousands of older workers the Senior Community Services Employment Program provides an opportunity to gain new skills, regain confidence and receive the support necessary to find full or part time unsubsidized employment, the third objective of the program. In the 1980–81 program year approximately 6,000 enrollees were placed in unsubsidized jobs. In addition, thousands of other older workers were placed in private sector employment without entering the program. Frequently, program enrollees serving as job developers, employment counselors and older worker specialists are able to refer to private sector employment older persons who are on the waiting list or who are making inquiries to the program.

STATE OPERATIONS

Each of these objectives—employment, community services, and transition—set the parameters within which the State sponsors operate SCSEP. The National Association of State Units on Aging is proud of the role State governments have had in operating the program. As of June 30, 1981, 12,500 older persons were enrolled in SCSEP projects operated by State government. Thirty-one percent of the participants provided services to the general community while 69 percent provided services to the elderly community. The largest number of State program enrollees were employed in nutrition programs (15 percent), outreach and referral (13 percent), senior centers (13 percent), and health and home care programs (8 percent). Approximately 2,000 of these older persons worked in nutrition programs helping to ensure that hot meals were available to the elderly. In addition, over 4,000 State enrollees provided services to other older people in the areas of health and home care, recreation and senior centers, and outreach and referral. Over a thousand State enrollees were placed in unsubsidized employment for a placement rate of 10.2 percent. The average hourly wage for the SCSEP State program participants is $3.41. The average percent of the State allottment spent for administration is 10.4 percent.

One of the strengths of the Senior Community Services Employment Programs is its flexibility. While all States operate within the same parameters, each State's program reflects its own unique characteristics. In examining the State SCSEP operations, there are numerous illustrations of the program's diversity. In program operations, for example, some States such as Ohio have centralized program operations while other States such as New York decentralize through subcontracts to the Area Agencies. In a few other States, the SCSEP program is subcontracted to the national contractors. In these cases, the State has a considerable voice in the location and direction of the operations of the other sponsors, although it does not directly operate the program.

In addition to diversity in program operations, there are differences in the characteristics of the persons served based on the socio-economic make up of each of the States. For example, in North Carolina 43 percent of the State enrollees are Black, while the national average is 22 percent. In New Mexico, 81 percent of the State enrollees are Hispanic compared to 6 percent nationally. Similar differences reflecting the make up of each State can be seen with regard to education and economic status. In Georgia, 66 percent of the State program participants have not completed high school and 96 percent are at or below the proverty level while in New York 45 percent of the participants are not high school graduates and 70 percent are at or

below the poverty level with the remaining 30 percent falling within 125 percent of poverty.

This diversity underscores the important role that State governments have in operating the Senior Community Service Employment Program. They bring to the program a broad perspective on the needs of older persons. In addition, from their position in government they have access to other departments and agencies within the State. One area in which the States have been able to play a particularly important role is in the area of equitable distribution. In many cases they provide the planning information and coordination necessary to ensure that all sponsors within a state serve each geographic area, urban or rural, in proportion to the older population within that area.

State governments not only have a broad perspective on the needs of older persons within their States, but they also have a broad perspective on the needs of the communities served by SCSEP. As with enrollee characteristics, there are also differences in the types of services provided from State to State based on the unique needs of each State. For example, Vermont employs their largest number of enrollees in outreach and referral services (29 percent), California employs their largest number in senior nutrition programs (22 percent); Georgia employs 35 percent of their enrollees in educational services to the general community; Arkansas' largest number is employed in home health care for the elderly (76 percent) while Maine's largest number of enrollees provide social services to the general community (29 percent).

ELIMINATION OF SCSEP: A COSTLY MISTAKE

The elimination of the Senior Community Services Employment Program would create a hardship not only for the thousands of older persons who would rather work than accept welfare, but for the thousands of communities and individuals across the country which are the recipients of valuable services. In many cases these services will have to be sharply curtailed or discontinued altogether if SCSEP is eliminated. The impact on the recipients of the services provided by SCSEP enrollees can be severe. In an analysis of the consequences of eliminating the program the Arkansas Office on Aging states:

"The Title V program sponsored by this grant to the state agency on aging is used to provide aides in the homes of elderly persons who need personal care to remain out of institutions. Of the 176 (State) Title V workers, 135 are in-home aides. These aides served 675 clients. The loss of funding will be traumatic to the workers and to these clients who may be forced to enter nursing homes or begin receiving services from other funding sources. Many of these clients may find themselves ineligible for Medicaid personal care benefits in the home, but within income eligibility for nursing homes which has a higher allowable income. Aging network services in two regions will be without some valuable workers in their programs as well."

This example is typical of the impact the elimination of SCSEP will have on service delivery to older persons across the country.

The impact on the enrollees themselves will be as equally severe, particularly in rural communities. In Texas, for example, approximately 70 percent of the enrollees work exclusively in rural isolated communities across the State. Approximately 37 percent of the State enrollees are minorities. The average Texas SCSEP participant lives in a rural community, is a woman between 65 and 70 years old, has less than an eighth grade education, and lives on less than $350 per month. This older Texan usually owns her own home, but needs supplemental income to pay increased costs for maintenance, utilities and taxes. Job prospects for many of these persons are poor. Finding another job will mean competing with younger individuals in their rural communities for what few jobs exist. Many will be forced to accept welfare benefits and food stamps to survive.

The National Association of State Units on Aging believes that the elimination of the Senior Community Service Employment Program would be a costly mistake in terms of: the wasted capacity of older persons to make a valuable contribution to their communities; the loss of self worth and dignity attained by older workers through their participation in the program; the loss of valuable services to the community; particularly nutrition services to older persons; the loss of taxes paid by enrollees; and the increased cost of welfare benefits to older workers who will not be able to find another job. SCSEP has been an effective and efficient program. It has operated free of fraud and abuse. The National Association of State Units on Aging is proud of the role State governments have had in operating this exceptional program. We firmly believe that SCSEP should be continued and strengthened.

TESTIMONY OF SAMUEL J. SIMMONS, PRESIDENT, NATIONAL CAUCUS AND CENTER ON BLACK AGED, INC.

Mr. Chairman and Members of the Subcommittee on Retirement Income and Employment, I am Samuel Simmons, the President of the National Caucus and Center on Black Aged—the only national organization in the United States focusing exclusively on the needs of elderly Blacks.

NCBA welcomes the opportunity to submit testimony on the proposed termination of the Senior Community Service Employment Program (SCSEP) under Title V of the Older Americans Act.

Our testimony will examine the impact of the proposed termination of Title V largely from the vantage point of older Black Americans.

At the outset, we urge the Subcommittee to retain the SCSEP, instead of terminating it. The fiscal 1983 budget proposal is simply not going to work for older Blacks—so many of whom are struggling on limited incomes—and other older Americans.

NCBA strongly believes that the value and worth of the SCSEP have been amply demonstrated over the years:

It has offered useful and fulfilling jobs for persons unemployed for extended periods of time—in some cases, eight to ten years.

It has provided essential services to communities with an insufficient tax base to respond to the needs of their citizens.

It has produced an important stimulus to economically depressed rural areas.

But perhaps most important of all is the psychological rewards for economically disadvantaged older persons. NCBA staff have been told repeatedly by participants in our Rural Senior Employment Program (RSEP) that their jobs have lifted their morale to the point that they "feel like new persons."

Title V serves a vital and essential role for older Americans, and especially Blacks 55 or older. Today's elderly Blacks were raised at a time when widespread discrimination existed. They typically attended inferior schools, notwithstanding the so-called "separate but equal" doctrine. Many were forced to drop out of school to help at home or for other reasons.

To a very large degree, they were shortchanged in being given necessary tools to compete in a society that has become highly complex, more urbanized and industrialized. Today they pay a heavy price because of the formidable economic, educational, and other barriers that they encountered during their younger years. The net impact is that proportionately more Blacks enter "old age" with little or virtually no financial resources. For a significant proportion of these individuals, there is no tomorrow. Their time is now.

By any standard one would choose to use, elderly Blacks are among the most economically deprived groups in our society today. They are nearly three to four times as likely to be poor as Whites 55 years or older—depending upon which age group is examined.

The economic situation for older Blacks has deteriorated markedly in recent years, especially since 1978. More than 1.3 million Blacks 55 or older lived in poverty in 1980, compared to 1.1 million since 1978. Poverty has increased by 20 percent during this 2-year period. One out of every three elderly Blacks lives in poverty, compared to one in nine for Whites 55 or older.

Title V has fulfilled an important void, especially for older Blacks who are too young to receive Social Security retirement benefits (those under 62), receive very low payments because they worked for low wages throughout their lives, or are otherwise ineligible for Social Security. It has enabled them to help themselves while helping others in their communities at the same time. Many of our 575 RSEP enrollees have told us that Title V is often the difference between living in dignity and subsisting in deprivation.

Title V has been reviewed by independent evaluators, the Congress, and others over the years. They all have reached one conclusion. Title V works extraordinarily well for all concerned: the senior participants, the communities served, and our Nation.

The SCSEP has been a model of efficiency. It has been effectively administered without fraud or abuse. Administrative costs have been kept to a minimum. This enables project sponsors to hire more older workers.

Title V also represents a blue chip investment in an era of substantial government reductions. The cost-benefit ratio has been impressive. One study revealed that Title V saves $1.15 in public assistance program costs for each $1.00 spent on the SCSEP. Other studies placed the payback to taxpayers at a much higher level if turnover of wages and the performance of services are appropriately considered.

NCBA's RSEP not only provides valuable services for local communities but helps to bolster their economies. RSEP participants, for example, have provided valuable assistance in local public works projects which lead to new gainful employment in the rural South. In addition, they have weatherized homes for rural older widows and people with limited means. This, of course, helps to reduce energy bills and conserve energy.

Our exceptionally and unacceptably high unemployment rate provides further clear and convincing evidence to continue the SCSEP. The abolition of Title V would only mean higher unemployment for older workers and increased welfare costs. Despite the recent overall reduction in the unemployment rate, most experts expect it to remain at near record-breaking levels since 1941. If the overall rate climbs above 9 percent early this year, this would represent the highest level in 41 years.

Older Blacks are major casualties of high joblessness. Quite often they discover that they are the first to be fired and the last to be hired.

From July 1981 to January 1982, unemployed jumped 56 percent for Blacks 55 or older. At present, their unemployment rate is 8.5 percent. However, this may represent only the tip of the iceberg because there is a substantial amount of hidden unemployment among older Blacks. The unemployment figures, for example, do not include those who have given up looking for a job after a prolonged and fruitless search. The unemployment statistics do not reflect those who have "dropped out" of the labor force and have taken actuarially reduced Social Security benefits before age 65 because their employment prospects were hopeless.

NCBA has gone down the long dusty roads to locate the low-income rural aged who have been largely overlooked by federal programs because of their isolation. We have found them and placed them in meaningful jobs. We have also assisted our participants in locating permanent gainful employment in the private sector. And now, these individuals are productive members of our society with a new lease on life, instead of living in despair.

The track record of the SCSEP has been exceptional over the years. It has fulfilled the Congressional mandate completely. It is desperately needed now to combat high unemployment and increased poverty among older Americans.

For these reasons, NCBA reaffirms its support for Title V. We urge the Subcommittee to continue its strong backing of this essential and successful program. We also urge the Subcommittee to seek ways to improve and expand the SCSEP if this can be achieved during this extraordinarily tight budgetary period.

NATIONAL COUNCIL OF SENIOR CITIZENS
Washington, D.C., March 9, 1982.

Hon. JOHN L. BURTON,
Chairman, Subcommittee on Retirement Income and Employment, Select Committee on Aging, Washington, D.C.

DEAR CHAIRMAN BURTON: Attached is a White Paper on Title V of the Older Americans Act which we would like to submit to the Subcommittee on Retirement, Income and Employment as testimony. It outlines some of the reasons that Title V has been so successful in meeting its dual goal of employment for the elderly poor and provision of services for communities.

Participants in the Senior Community Service Employment Program are of a growing population of older people who need, both for psychological as well as economic reasons, to keep working. Many have been the victims of employment discrimination based on age. Over 70 percent are elderly women, many of whom are entering the work force after extended absences. Still others are compelled to seek employment because fixed retirement incomes have been ravaged by inflation. All are looking for a hand-up, not a handout.

Perhaps that is one of the fundamental reasons why this program has been so successful. It is simply a program whereby older workers, unable to secure regular employment, are able to earn a wage while helping their community and their peers. Another reason for the popularity of the program relates to the value of the services provided by projects. Mayors, community leaders and leaders in the field of aging have consistently testified as to the important contributions that older workers under Title V are making to their communities.

Mix the above two factors with capable management, frequent monitoring and technical assistance, and a constant eye toward economy, and you have a successful effort to help people and communities. It is an investment that is working. Like any good investment, the dividends, both to the nation and to the individual participants, more than pay for this program.

Finally, let me thank your for your awareness of the problems of the elderly poor and for the opportunity for us to present one small solution.

Sincerely,

WILLIAM R. HUTTON,
Executive Director.

Attachment.

A WHITE PAPER ON THE SENIOR COMMUNITY SERVICES EMPLOYMENT PROGRAM (TITLE V OF THE OLDER AMERICANS ACT)

The Senior Community Services Employment Program as authorized under Title V of the Older Americans Act has long been considered one of the most successfully designed and operated programs ever sponsored by the Federal government. Funded by the Department of Labor to eight National aging organizations, 50 State Governments, the District of Columbia and the Trust Territories, it represents a Federal investment in older workers and in the quality of life in towns and cities across the nation.

Designed to bring together the talents of older workers and the unmet needs of communities, more than 54,000 participants work part-time in jobs ranging from home health care to energy conservation. Participants from the age of 55 to over 90 have demonstrated in concrete terms that "grey power" means productive power and that older workers have the talent, enthusiasm and experience to make meaningful contributions in the work force.

The program is aimed at the rapidly increasing poor and near-poor, unemployed elderly population.[1] It is not a welfare program nor an income-maintanance program but a program designed to open up community service opportunities to individuals who firmly believe in the work ethic but who, for a variety of reasons, have been unable to reenter the workforce. It is a unique program that, by all testimony and independent examination, is a tremendous success.

For thousands every year, the Senior Community Services Employment Program represents the road back to full or part-time employment unsubsidized by the government. New job skills, the elimination of the feeling of isolation that so many older people experience and a renewed sense of confidence often result in new careers or, as in the case of elderly widows, a first chance for participation in the work force.

In terms of management and operation, the Title V Program is a study in flexibility and innovation unburdened by excessive regulation. It is a healthy combination of local, state and national perspectives well-balanced between urban and rural areas. It is a program responsive to minority needs and in all cases, responsive to the special needs, ambitions and talents of the older person.

The facts about the program and its popularity were recently reflected in the unanimous vote by the U.S. Congress to extend Title V for 3 years at its present level of operation. In doing so, the Congress recognized not only the need for such a program, but the program's efficient and capable management. In the words of the House Appropriations Committee:

"The Title V Program has amply demonstrated the valuable contributions that older workers can make in their communities. The Committee reaffirms its strong support for this effective program. (House Committee on Appropriations, Report 97-251, Sept., 1981.)

The Congress recognized that nine out of ten program dollars reached participants in the form of wages and fringe benefits, that administrative costs were "rock-bottom" [2] and that in the past 12 years the program has been free of fraud and abuse. In short, the program was accomplishing what it was designed to do in a cost-effective and capable manner.

Most importantly, in an era of reductions in government spending, was the fact that in both the Senate and the House, Republicans and Democrats alike, recognized Title V as an investment that like any good investment, was returning to the nation more than its cost. Testimony early in the year focused, for example, on the fact that 35 program participants in Alabama (at a cost of about $160,000) had saved the State approximately $1.35 million annually by enabling infirm elderly people to

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[1] Latest OMB figures state that 5.9 million elderly people were poor in 1980. This represents an increase of 400,000 over 1979 levels—the sharpest increase ever recorded.

National Commission on Employment and Unemployment 1977 statistics reveal that although 11 percent of the population is elderly, 25 percent of persons below the poverty line were past the age of 55 and that 10 percent of the unemployed were elderly.

[2] 1981 DOL figures put average administrative costs for all sponsors at 10.9 percent.

remain in their own homes as opposed to costly (and less desirable) nursing home institutionalization.

In other testimony, the Congress heard that in New York City more than $350,000 in welfare costs were saved annually because proud older workers, when given the opportunity, would rather work for wages than receive handouts. The total benefit to New York City considering services provided, is $1.2 million annually. The example is not isolated. In community after community, Mayors, council members and community leaders have testified that the program does not offer "make-work" but that program participants make important contributions in their communities.

One study concluded that the Title V Program at the very least was returning to taxpayers $1.15 for every dollar expended on the program.[3] Other impact studies placed the pay-back to taxpayers at a much higher figure (when considering turnover of wages and specific services performed).[4] By any measure the program is a valuable investment in communities and in people.

Congress also recognized that the absence of the program would cause disproportionate cost increases in other programs. One work paper estimated that potential unemployment costs alone would top $45 million.[5] The elimination of the home health services (such as provided in Alabama) would result in Medicare increases totallying tens of millions of dollars and, as in the case of New York City, it is expected that welfare costs would increase dramatically as older workers in a shrinking economy would find it increasingly difficult to locate employment opportunities.

For these reasons and because the program has operated so well over the past 12 years, the Congress extended the Older Americans Act and specifically Title V of the Act for 3 years. In the words of Senator Jeremiah Denton, Chairman of the Subcommittee on Aging, Family and Human Services:

"For the past 12 years the Senior Community Services Employment Program has successfully demonstrated the useful and valuable contributions that older workers can make toward enhancing the quality of life for their neighbors and has given participants a renewed sense of accomplishment and self-worth." (Senate Report 97-159, July 20, 1981.)

That view was shared by the Federal Council on Aging after an exhaustive and comprehensive Study of Title V (mandated by the 1978 Congress). Their reports states:

"This study found that Title V is effective. It provides public service employment for many truly needy older persons. The Program operates in an efficient manner and its administrative expenses are kept low. The services performed by the enrollees, by all reports, are valuable contributions to the general community and the elderly community." (An Evaluation of the Performance of the Senior Community Services Employment Program, Morgan Management Systems, Inc., March 31, 1981.)

Appendix

That the program enjoys widespread support not limited by geographic special interests was reflected in the resolution recently passed by delegates from across the nation at the White House Conference on Aging:

"*Resolved*, That the Title V Senior Community Services Employment Program (SCSEP) should continue in its present form with increased appropriations to permit more disadvantaged older workers to participate." The provision for forward funding should be retained to enable project sponsor to plan their activities effectively and efficiently. Title V should not be folded into any block grant employment program, but should remain a categorical program for low-income persons 55 or older." (Resolution by the Committee on Older Americans As A Continuing Resource, Dec. 1981.)

Other government leaders and institutions have had this to say about the Senior Community Services Employment Program:

Albert Angrisani, Assistant Secretary of Labor

"The President has made a firm commitment to strengthen the services provided under the Older Americans Act and the Senior Community Services Program con-

[3] Title V and the Older Worker, A Performance Study, AARP, Thomas C. Borzilleri, Senior Staff Economist, Feb. 15, 1978.

[4] NCSC Localized Spending Impact Study, Sept. 1981.

[5] ADP workpaper projections based upon unemployment insurance contributions, AARP, Dec. 1981.

tributes to that commitment." (Testimony Before Senate Subcommittee on Aging, Family, and Human Resources, March 17, 1981.)

SENATOR RICHARD LUGAR, INDIANA (ABOUT TITLE V)

"For most Americans, work means everything. It's a definition of our lives, the way in which we serve others. To be cut off arbitrarily by law or regulation is devastating." (Title V Documentary "A Working Program," 1980.)

PETE WILSON, MAYOR OF SAN DIEGO

"I think that the best social program ever defined by man is a job and I think that seniors in this community have a lot to give. They have the accumulated wisdom and experience. Senior Aides in the police and fire departments make very substantial contributions." (Title V Documentary, "A Working Program," 1980.)

CONGRESSMAN CLAUDE PEPPER, CHAIRMAN, HOUSE SELECT COMMITTEE ON AGING

"Having long been associated with the Senior Community Services Program, I am delighted at the sort of assistance being rendered to the elderly through that program. Those who are working to serve the elderly under Title V have done a splendid job." (Title V Documentary, "A Working Program," 1980.)

SENATOR JOHN HEINZ, PENNSYLVANIA

"Considered one of the most effective and popular programs for older workers, SCSEP supports 54,200 public service jobs. Funding is $277.1 million for fiscal year 1982. It is limited to income-eligible older persons. The variety of jobs in which workers are placed meet many community service needs and older participants give much more time and effort than the hourly requirement. This program has probably more than repaid the Federal Government's investment of tax dollars. (Special Committee on Aging, Aging Reports Dec. 1981.)

REPORT OF THE FEDERAL COUNCIL ON AGING

"The program serves a number of salutary purposes by providing jobs and thereby income to the elderly poor. It yields many individual and social rewards to participants as well. Being in a helping role provides a sense of worth and dignity for older persons who might otherwise be financially and socially dependent. The wide variety of jobs in which the Aides are placed meet many community service needs. Older participants give much more time and effort than the hourly requirement. Careful program management and job design accommodate the older worker resource pool of lifetime skills and experience. The program is worthwile and has most probably more than repaid the Federal Government's investment of tax dollars." (Toward A National Older Worker Policy: A Review by the Senate Special Committee on Aging, 1981.)

SENATOR DAN QUAYLE, INDIANA

"There are segments of our society who are unable to make the transition into the mainstream of our economic system—who need special help to take advantage of economic opportunities for which other institutions do not prepare them. The Federal Government has, I believe, a responsibility to help those who cannot succeed in the labor market because they have not, for one reason or another, been helped by those institutions which help the vast majority of our citizenry. This is a matter both of social justice and economic necessity." (Address to National Governors Conference, 1981.)

THE HOUSE COMMITTEE ON EDUCATION AND LABOR

"Testimony presented during committee consideration of the bill indicates that the Community Services Employment Program is not only providing approximately 54,000 low-income older Americans with opportunities for meaningful employment and much-needed supplemental income, but also communities across the Nation with services of considerable value which might not otherwise be available. The committee believes this program deserves strong, continued support." (Report 97-70, The House Committee on Education and Labor, May 19, 1980.)

PRESIDENT RONALD REAGAN

"I won't be satisfied until there is a job for every man or woman." (Address to the AFL–CIO, 1981.)

STATEMENT BY RUTH E. KOBELL, LEGISLATIVE ASSISTANT, NATIONAL FARMERS UNION

Mr. Chairman and Members of the Subcommittee, I am Ruth E. Kobell, legislative assistant for the National Farmers Union. I appreciate the opportunity to submit testimony here today concerning the Administration's proposal to terminate the Senior Community Service Employment Program (SCSEP), Title V of the Older Americans Act.

The President's Budget includes a proposal for special target groups. This, however, would cover a number of groups, including older workers, Indians and other Native Americans, migrants and seasonal farm workers, veterans, displaced homemakers, offenders and experienced workers dislocated because of increased imports (such as trade adjustment assistance to auto and shoe industry workers).

Moreover, this new program does not replace community service jobs, such as Green Thumb projects. It would only provide training and employment placement services.

The proposed special target groups program is an unworthy substitute to replace Title V. It is inadequately funded, poorly conceived, and simply not responsive to the special needs of older workers. A program as successful and as effective as SCSEP should be continued, and not replaced by an untried and seriously defective substitute.

For example, proposed funding for the special target groups is estimated at $274 million in fiscal year 1983. This would mean a drastic cut—at a time when unemployment is reaching near record levels—for jobs programs and employment services for these diverse groups. In fiscal year 1981, for instance, funding for dislocated workers under the Trade Adjustment Assistance Act was about $1.4 billion. The SCSEP received $277 million for fiscal year 1981.

Approximately 54,200 low-income persons 55 or older would lose their jobs this October if Congress does not forward fund Title V for fiscal year 1982 and the Congress accepts the Administration's decision to abolish the SCSEP. However, the negative fallout would be far greater. Many services programs would be forced to close their doors or scale down their activities drastically if Title V is terminated and Green Thumb and other Title V workers were not available to provide the labor. A classic example is the nutrition program for the elderly. Title V enrollees have contributed to the success of the nutrition program by working at group meal sites—at schools, senior centers, and other nonprofit settings—and also in home-delivered meal programs.

I am attaching an excerpt from the 1981 Green Thumb Annual Report which briefly outlines examples of community programs which are made possible through the assistance of Green Thumb workers.

We urge the Subcommittee Members to do all within your power to overturn the recommendation to terminate the SCSEP.

Two months ago, the Congress passed in final form the 1981 Older Americans Act Amendments without a dissenting vote. Public Law 97-115 extends the Older Americans Act for three years, including the SCSEP. This strong vote of confidence reaffirms the long-standing bipartisan support for Title V—one of the most effective, if not the most effective, employment programs ever enacted.

Title V is needed now more than ever because of the sick state of our economy, the rapidly declining economic position of older Americans, and the changing developments in our society.

Unemployment is nearing an all time record high since 1941, despite the recent reduction in the jobless rate. The proposed abolition of Title V would only create more economic misery by throwing thousands of low-income older Americans on to the unemployment rolls and eventually on to the poverty rolls. And, it is not only going to cause a great deal of pain but considerable expense in the form of public assistance payments and unemployment insurance benefits. For example, one estimate projects that unemployment insurance would increase by about $45 million if Title V is eliminated. In addition, the food stamp, Supplemental Security Income, Medicaid and other public assistance rolls would swell if Title V is terminated.

Older Americans need Title V to prevent more of them from slipping below the poverty lines. The recent economic news for older persons has been grim. The number of people 55 or older living in poverty has actually increased by 800,000,

from 5.1 million in 1978 to 5.9 million in 1980. This is the sharpest surge on record for a 2-year period. And, phasing out Title V would only make matters worse.

Title V is also needed now because our society has become more industrialized and urbanized in recent decades. About 30 percent of all Americans lived on farms in 1920. Today the proportion is less than 3 percent.

These developments have produced significant benefits, but have caused massive upheaval as well. Many women and men have been forced from the land, causing a major exodus to the cities and suburbs. Large numbers of older Americans, though, have been left behind because of their limited education or obsolete work skills. These individuals—oftentimes located in the small rural towns and off the beaten track—are a major target group for Title V to reach out and serve.

Community service employment can provide an important passport for these persons to gain self-respect and become self-sufficient. It can be a means for older unemployed persons to move into private sector employment.

If there ever was a time to expand community service employment opportunities, it is now. Many older Americans need to work to make ends meet. More and more elderly persons are discovering that a seemingly comfortable income a few years ago just does not stretch as far today.

Moreover, older Americans are faced with the prospect of further major cutbacks in services programs, such as Medicare, Medicaid, food stamps, and others. This, of course, has the effect of reducing their purchasing power.

In addition, it may be necessary for people to work to more advanced ages than they do now because of increased longevity. Without community service employment opportunities, a large number of older Americans—especially low-income persons 55 or older with limited education or limited skills—will find it increasingly difficult to compete in a high cost, increasingly mechanized, and fast changing society.

We do not believe that it makes sense—economically, administratively, politically, or otherwise—to terminate a program as effective and successful as Title V. Its support cuts across party lines, and it has withstood close scrutiny by independent evaluators. The program has been examined on several occasions and always received high marks. One recent example is the Federal Council on Aging staff report which said:

"The Council's study found that Title V is effective. It provides public service employment for many truly needy older persons. The program operates in an efficient manner and its administrative expenses are kept low. The services performed by the enrollees are valuable contributions to the general community and to the elderly community. The program provides income to many persons who would otherwise require public assistance."

Another example is the House Appropriations Committee report accompanying the Fiscal Year 1982 Labor-Health and Human Services, and Education Appropriations Act:

"The Title V program has amply demonstrated the valuable contribution that older workers can make in their communities. The Committee reaffirms its strong support for this effective program. It is the intent of the Committee that the current sponsors continue to build upon their past accomplishments . . ."

These and numerous other statements provide unmistakable evidence that the verdict on Title V is overwhelmingly positive. And, there are ample reasons. The SCSEP has operated during the past 16 years free of fraud and abuse. Administrative costs have been kept at rock bottom levels. In fact, seven out of every eight Title V dollars reach participants in the form of wages and fringe benefits.

Title V has also enabled many older workers to move into private or other employment because of their work experience and training under the SCSEP. Overall, more than 11 percent of Title V enrollees were placed in unsubsidized employment during the 1980–81 program year. This is a commendable record because a substantial portion of the enrollees are among the most economically disadvantaged persons in our society. Additionally, many are employed in rural areas where employment prospects for older workers are oftentimes very limited or, in some cases, virtually nonexistent.

About 54,200 positions are authorized under Title V. I am attaching a copy of the Quarterly Program Report which is filed with the Department of Labor by Green Thumb and other Title V sponsors which provides a profile of the Green Thumb workers and the services they perform. However, approximately 77,200 low-income older persons actually participate, primarily because: Administrative costs are kept to a minimum, effective management techniques enable more individuals to become employed, and enrollee placements in unsubsidized jobs provide more SCSEP opportunities for older workers.

The net impact is that Title V is a program accomplishing what it was designed to do in a cost-effective and efficient manner.

Green Thumb—as the first and the largest of the Title V national contractors—is especially proud of its contribution to the success of Title V. Green Thumb was created to help older, economically disadvantaged persons living in the rural pockets of poverty. We found undeniable evidence that poverty was more prevalent, and oftentimes more extreme, for older Americans living in rural areas than elsewhere in the United States. This is still true today.

Green Thumb has helped thousands of rural impoverished older Americans move into the mainstream of life and become taxpaying citizens. We began modestly in 1965 in four states by providing community service employment opportunities for 280 rural elderly persons. Our program has grown to 16,000 positions in 45 States, the District of Columbia and Puerto Rico. But, we actually employ more than 22,000 individuals annually because:

We keep our administrative expenses below 10 percent. This enables more elderly persons to participate in the program.

We make every effort to place more disadvantaged senior citizens in the private sector.

We have been a trailblazer in developing innovative approaches to put rural older Americans back to work—on energy conservation projects, beautifying the countryside, and other ways. We provided hope where none existed. We created opportunities for the elderly to engage in productive and gainful employment. And, now we are changing the landscape in rural America, physically as well as psychologically.

Today there are many older persons who are ready, willing, and able to serve in their communities if given the chance. We frequently have eight or nine applicants for each position available at our projects. We could easily have more, but we limit our advertising to avoid raising false hopes for a job when one does not realistically exist.

In summary, we urge you to continue your strong support for Title V and maintain the program at least at its present level of 54,200 positions. If it is possible within the constraints of the tight fiscal year 1983 budget, we recommend that you seek additional funding to permit continued growth for the SCSEP. It is still needed.

In short, Title V is a good buy for our Nation because it more than pays for itself by:

Enabling older persons to become self-sufficient, instead of relying on public assistance programs.

Helping older Americans to become placed in unsubsidized jobs so that they can become taxpayers, instead of tax users.

Providing valuable services to local communities.

Contributing directly and indirectly to local economies throughout the United States.

93-582 O - 82 - 15

U.S. DEPARTMENT OF LABOR • Employment & Training Administration

SENIOR COMMUNITY SERVICE EMPLOYMENT PROGRAM – QUARTERLY PROGRESS REPORT

PROJECT SPONSOR: Green Thumb, Inc.	REPORT PERIOD ENDING (Month & Year): December 31, 1981	PROGRAM NO.: 41
CITY AND STATE: Arlington, Virginia (Summary)	TYPE OF REPORT (Check One): ☒ Interim ☐ Final	
AGREEMENT NUMBER: 99-1-093-11-26	SUBAGREEMENT NO.: 09	REPORT PERIOD: July 1, 1981 – June 30, 1982
NO. ENROLLMENT POSITIONS ESTABLISHED: 16253	UNENROLLED PLACEMENT GOAL: 2438	

A. ENROLLMENT LEVELS (Number of Persons)

1. Served this Year (entire Project)	16807	3. Placed in unsubsidized employment this project	1122	5. Served at end of Report Period	16707
2. Served under this Project	2509	4. Other terminations this project	1487	6. Enrollment vacancies End of Period	64

B. JOB INVENTORY

SERVICES TO GENERAL COMMUNITY	NO. JOBS	SERVICES TO ELDERLY COMMUNITY	NO. JOBS
1. Education	2934	11. Project Administration	368
2. Health and Hospitals	674	12. Health and Home Care	507
3. Housing/Home Rehabilitation	443	13. Housing/Home Rehabilitation	803
4. Employment Assistance	249	14. Employment Assistance	94
5. Recreation, Parks, and Forests	1300	15. Recreation/Senior Centers	1126
6. Environmental Quality	660	16. Nutrition Programs	2262
7. Public Works and Transportation	1612	17. Transportation	378
8. Social Services	1152	18. Outreach/Referral	1015
9. Other: Energy, Food Production Stewardship, Soil Conserv.	983	19. Other	147
10. TOTAL (1 - 9)	10007	20. TOTAL (11 - 19)	6700

C. ENROLLEE CHARACTERISTICS

CHARACTERISTICS		STARTS (Cum.)	CUR. ENROLL.	CHARACTERISTICS		STARTS (Cum.)	CUR. ENROLL.
SEX	Male	1174	6757	RACE/ETHNIC GROUP	White (not Hispanic)	2025	13158
	Female	1335	9950		Black (not Hispanic)	254	2420
EDUCATION	8th & Under	972	7821		Hispanic	157	628
	9th - 11th	492	3503		American Indian/ or Alaskan Native	65	443
	High School Grad or Equivalent	757	4038		Asian or Pacific Islander	8	58
	1 - 3 years College	210	1056	AGE	55 - 59	839	2229
	4 yrs. College or more	78	289		60 - 64	788 -	4306
Family Income Below Poverty Level		1882	14619		65 - 69	491	4647
Veteran		491	1798		70 - 74	280	3424
D. AVERAGE HOURLY WAGE/CURRENT ENROLLMENT			$3.39		75 and Over	111	2101

E. NARRATIVE REPORT (Attached)

SIGNATURE: _____ DATE: _____

(Formerly MA 7-10b) SVA 0140 (Rev. May 1979)

1/ Persons placed in supplemental jobs but not terminated from the program.

Throughout Rural America

IN ARKANSAS

Green Thumb worker Georgia Louise Dodson is working in Eldorado for the State Rehabilitation Department's Office for Deaf and Hearing Impaired. Not content to just work in the office, Mrs. Dodson has set up a classroom to teach sign language to deaf and hearing impaired pre-schoolers. The local school district and local doctors refer children to Mrs. Dodson since the community does not offer any instruction. Mrs. Dodson is 63 and totally deaf, but proficient in sign language and lip reading.

IN ILLINOIS

Green Thumber Hazel Lackman has been trained to assist existing staff in inventory control, maintaining evidence, and building a library for use in arson cases. Because of her efforts, 21 counties depend on the library to determine whether arson was the cause of a particular fire.

IN IOWA

Green Thumb worker Alberta Stewart, age 65, is the cook for the Monroe County Activity Center, a center which assists retarded and handicapped persons.

IN KENTUCKY

Area Green Thumb leader Madeline Bunz has been trained by attorneys to provide information to seniors on Social Security, wills, and estate problems. If more assistance is needed, she puts them in touch with the Appalachian Research and Defense Fund.

IN MAINE

Green Thumb worker Shirley Austin works at the New Life Center in Limerick, shopping, preparing menus, and maintaining records for this residential youth center.

IN MASSACHUSETTS

Madeline McCurry works for the HCAC Neighborhood Center in Northampton, an agency which helps solve housing, energy, family and daycare problems for elderly and non-elderly persons.

IN MARYLAND

A host agency supervisor writes, "Let me take the time to inform you of the teamwork and excellent performance that is achieved by the two Green Thumb workers at the Susquehannock Environmental Center in Bel Air. They are truly a showpiece for your program and have turned our recycling center into a successful operation."

IN MISSOURI

Helen Schuler, age 67, is a program assistant with the University of Missouri Cooperative Extension Service, a position in which she teaches families how to weatherize their homes.

IN NEBRASKA

Green Thumb worker Matie Neola Chambers works as a library assistant in Exeter. Because of her work, the library is open an additional two days each week. She updates the card file and reads stories to children. Mrs. Chambers is 83.

IN NEW JERSEY

Two Green Thumb workers at the Cumberland County Enrichment Center for the Blind are working as nurses' aides and activities' counselors. Since Green Thumb workers began at the center, over 150 blind persons of all ages have been assisted.

IN NEW YORK

Three Green Thumb workers are cutting firewood for needy families in Oswego County. One is 76; another, age 70; and the third, age 65.

IN NORTH DAKOTA

Lydia Ruff works in the Tappen Public School assisting in the nutrition program and as a teacher's aide.

IN OREGON

A former foster grandparent, Bill McCaw now works at the Fairview Hospital and Training Center, a school for mentally, physically and emotionally handicapped children. He has coordinated a fundraising effort so that children could have fishing equipment and take trips.

IN PENNSYLVANIA

Former Green Thumb worker, Eugene Knupp, age 64, has been hired by the host agency with whom he was placed, Goodwill Industries. Termed "capable, reliable and an asset to his employer," he assesses the value of goods donated for resale in order to help Goodwill expand its work with the retarded and handicapped.

IN TEXAS

A host agency supervisor called Green Thumb worker Petronilo Ortiz "a great help to our community. I am sure many other rural towns like ours appreciate the Green Thumb Program and all the good work you do."

IN UTAH

Green Thumb outreach worker Vera Pate, age 74, works in the home energy assistance program. Her job is to inform the area's shut-ins and low-income residents that financial assistance is available to them to help with their fuel bills. According to her supervisor, she's doing "a fantastic job."

IN WISCONSIN

Green Thumb worker George Brothers, age 63, serves as a contract procurement specialist for the Superior Vocational Center, a workshop for the handicapped. He's also serving as a placement specialist for the Superior Department of Vocational Rehabilitation, working to help the disabled find jobs. George has been legally blind since age 10. He was honored by the Wisconsin Rehabilitation Association as its "Individual of the Year for 1981."

STATEMENT OF THE NATIONAL RETIRED TEACHERS ASSOCIATION AND THE AMERICAN ASSOCIATION OF RETIRED PERSONS

The National Retired Teachers Association and the American Association of Retired Persons object strongly to the Administration's proposal to terminate the Senior Community Service Employment Program (SCSEP). If this proposal is implemented, 54,200 low-income older Americans will be dramatically and adversely affected. In addition, many services will be scuttled altogether or substantially reduced.

This Subcommittee has been a leading advocate for Title V; the Associations, therefore, hope that the Subcommittee's members will continue to support SCSEP at its full funding level under the Older Americans Act.

AN EFFECTIVE PROGRAM

Title V has been an exceptional program. It has fulfilled completely the mandate articulated by Congress. It has been administered without fraud or abuse. In fact, no other employment program has achieved a better track record for integrity and efficiency than Title V.

For many older Americans, Title V has meant more than a means to earn much-needed income to cope with near double-digit inflation. It has also provided an opportunity to engage in purposeful community service in a decent environment. For a substantial portion of the enrollees, the SCSEP has provided a new and rewarding second career. In short, Title V has enabled low-income older Americans to become independent, taxpaying citizens, instead of dependents, relying on government benefits.

The work ethic is deeply engrained in the elderly. They do not want handouts. They may need a helping hand to adjust to inflation or age discrimination in the job market.

The SCSEP provides a dignified means for older persons to help themselves and render valuable services in their communities. The net impact is that Title V provides a "win-win" situation. Older Americans benefit by moving off the unemployment or welfare rolls on to the taxpaying rolls. Local communities are helped by the delivery of essential services. This takes on added importance now because of the major cuts in services adopted last year and the proposed reductions in the fiscal year 1983 budget.

TITLE V MAKES GOOD ECONOMIC SENSE

Quite clearly, the SCSEP makes good economic sense. A recent study for the Associations revealed that the SCSEP saved $1.15 in transfer payments (such as food stamps and Supplemental Security Income) for each $1 expended on Title V. Further calculations showed that a permanently hired SCSEP worker returned $1,039 more per year in tax revenue to all units of government than it cost in tax revenues to place the worker in a job. Moreover, every permanently hired SCSEP enrollee produced $15,400 worth of economic output while in the program and after permanent hiring.

Title V offers numerous other concrete benefits. Employer and enrollee Social Security taxes totaled an estimated $25 million during the 1980–81 program year. This helped to bolster Social Security's financing. In addition, SCSEP employment will make some participants eligible for Social Security.

Many older workers have been able to obtain employment in the private sector because of the valuable experience that they gained under Title V. NRTA–AARP's projects have been able to place enrollees in unsubsidized employment at about a 50-percent rate. We are especially proud of this record because some of our enrollees are among the most economically disadvantaged persons in the United States. Our senior enrollees have, on the average, only six years of schooling, which is barely above the functionally illiterate threshold. About 98 percent of our enrollees have income below the bare bones poverty level, and quite often substantially below this threshold. At present, our transition rate has declined to 35 percent because of the substantial increase in unemployment. The harsh reality is that there are hardly any job opportunities for low-income older persons with limited educations in the private sector.

TERMINATION IS COSTLY

Phasing out Title V will only intensify their problems. And, it will be quite costly. For example, it is estimated that unemployment insurance payments may jump by as much as $45 million if Title V is abolished. Moreover, many older Americans, who are now self-sufficient, may need assistance—Supplemental Security Income, Medicaid, food stamps, and housing assistance—if Title V is abolished.

Termination is not only costly in dollars and cents but also human terms. Many persons derive a sense of dignity and self-respect from their Title V earnings. The SCSEP has provided hope where none existed. It has provided a psychological uplift for practically all enrollees.

In addition, more older persons would be thrown into poverty if Title V is abolished. Older Americans are already struggling against heavy odds. Poverty among people 55 or older has increased by 800,000, from 5.1 million in 1978 to 5.9 million in 1980. Phasing out Title V will only make an already bad situation worse.

TITLE V URGENTLY NEEDED

Title V is urgently needed now. Our unemployment rate is at 8.5 percent as of the end of January. If it climbs above 9 percent, this would be the highest rate since 1941. The January decline in the rate (from 8.8 percent at the end of December)—although welcome—is probably only a statistical aberration.

Most experts expect the rate to climb further soon, and many project that it will go above 9 percent. During the past six months, unemployment has jumped by 17 percent for persons 55 or older, from 534,000 to 624,000. This, however, is only a small part of a large overall bleak picture for older persons. The unemployment figures greatly understate the dimensions of their problems because there is a substantial amount of hidden unemployment among the elderly. Many have simply given up the search for a job because the job market is so dismal. These individuals, who

drop out of the labor market, are not technically counted as unemployed, even though they would take a job if one existed.

NEED TO CONTINUE TITLE V IS COMPELLING

The need to continue Title V is compelling, given the sharp increase in unemployment and poverty among the elderly. We believe that it would be a tragic mistake to abolish this successful program.

Title V has served the elderly, local communities, and the Nation well. The assessment for newspapers throughout the country—as well as communities being served—is that the program has been extraordinarily effective. This conclusion has been reaffirmed repeatedly in evaluations of Title V by congressional committees, independent evaluators, and others.

Two months ago, Congress expressed strong support for Title V by voting a three-year extension of the SCSEP and other programs under the Older Americans Act. President Reagan later signed this measure without any hint of opposition. In fact, he informed delegates at the White House Conference on Aging that he would enthusiastically sign this legislation. And, he did on December 29.

For these reasons, we urge the Subcommittee to maintain the SCSEP and at its full authorized funding level for fiscal year 1983. The Associations stand ready, willing and able to work with the Subcommittee to achieve this objective.

STATEMENT OF MAUDINE R. COOPER, VICE PRESIDENT FOR WASHINGTON OPERATIONS OF THE NATIONAL URBAN LEAGUE, INC.

Mr. Chairman and members of the Subcommittee on Retirement Income and Employment, the National Urban League is pleased to honor your request for our perspective on the potential effects of Title V's termination on the clients and communities we serve. This testimony was prepared by Janet Zobel, Director and Shelley Moore, Program Coordinator, of our Senior Community Service Employment Program. It is our firm contention that the SCSP should be allowed to continue its successful efforts in reducing older adult dependency on public entitlements while enhancing services to communities and cooperative relationships with the private sector.

The National Urban League is a non-profit community service organization dedicated to securing equal opportunity for the poor and minorities in all sectors of our society. Through our network of 118 affiliates throughout the country, the League has remained especially eminent in providing employment and training services to its constituents. As a part of our mission, we seek to alleviate the acute problems faced by older workers. Our major effort in this interest has been the effective implementation of the Seniors in Community Service Program, a Title V program operated by NUL in 14 cities.

Now in its fourth year, NUL/SCSP has already served 1,156 participants in the first 6 months this program year, starting July 1, 1981. Our total slot allocation is 918, and the total federal contribution is $4,696,176. This figure represents only 2.2 percent of the total $210 million allocated to all eight national contractors. Out of NUL/SCSP's total federal budget, $3.6 million, or 76 percent, is budgeted for participant wages and fringe benefits; 8.3 percent is budgeted for training and support services to participants.

NUL PARTICIPANTS: WHO THEY ARE, WHAT THEY NEED

The information below is supported by Table I located in the appendix section of the statement.

At the end of the 1980–81 program year, the racial breakdown of enrolled participants was: 68 percent Black, 6 percent Hispanic, 2 percent Native American, 1 percent Asian, and 23 percent White. A majority, 59 percent of the participants, had not completed high school, and females made up 73 percent of this population. Of the enrolled participants, 69 percent were over 60 years old, of which 53 percent were between the ages of 60 and 69 and 16 percent were 70 and over.

Data showed that of the participants enrolled at the end of the program year, 87 percent were at or below the poverty level, 7 percent were veterans and 2 percent were handicapped.

The majority of SCSP participants never have had any lifetime "careers," per se. Most of them have know only the most menial, low-skilled, low-paying and unstable occupations. Many of the women in particular, have not held jobs in more then ten years. In short, the work history of the typical SCSP participant has been extremely

marginal and inconsistent, due to limited education and training opportunities along with high levels of discrimination in employment based upon race, age, and/or sex. As a result, sources of income commonly available to them in their later years, such as social security and pension benefits, are frequently limited and inadequate.

Why do SCSP enrollees apply to the program in the first place? Most importantly, to work and earn an income. Many participants cite a further need to become actively involved in their communities again, but the first and foremost reason is to make a living through self-respecting employment. Their initial job preference: "anything." In other words, their chief objective is simply to find work. They are neither picky about the nature of the job, nor skeptical about their ability to do it. Participation is SCSP significantly reduces dependency on public entitlements. As a result of the income earned through SCSP, many of them are able to leave the welfare rolls or receive reduced SSI benefits.

NUL/SCSP MAKES A DIFFERENCE

The most important benefit that SCSP participants gain from NUL's program is employability. Given their major needs and goals as cited, NUL recognized early in its implementation of the program that the most important service the program could render to its clients was to enhance their abilities to become successfully employed—in subsidized and especially unsubsidized jobs. Most SCSP participants are placed in a highly structured Employability Training Program, designed to help them determine viable occupational goals, develop their job search skills, and maintain successful employment once they have secured an unsubsidized position. In addition, all participants participate in regular individual and group counseling sessions to orient them to the work world and to insure their continued progress. Many participants are further assisted in gaining access to high school equivalency classes, college enrollment, skills training programs, and other developmental opportunities designed to further their occupational objectives.

SUBSIDIZED EMPLOYMENT

The subsidized work experience is a key element in the employability skills development of our participants. Thirteen hundred thirty-six participants provided a broad spectrum of services in 14 communities during program year 1980–81. (See Table II in appendix section.) The general community received 63 percent of the services. Beneficiaries of these services included educational institutions, hospitals, local government, and libraries. Emphasis was also placed on targeting services to the elderly community. Beneficiaries of these services (representing 37 percent of the total) included homemaker services, nursing homes, recreation centers, and nutrition facilities.

For the 12-month period ending June 30, 1981, the program participants (based on an average monthly enrollment of 920) provided community services totalling approximately one million man-hours. The services to the general community accounted for 61 percent of the total man-hours. The elderly community received 39 percent of the total man-hours of services.

Through the subsidized work experience, participants gain renewed confidence in their skills and in their value to employers. Supervisors regularly report their enthusiasm for the work of SCSP participants. They are found to be at least as adaptable, productive, punctual, and trainable as their other employees. Above all, they are eager to perform their jobs to the best of their abilities.

UNSUBSIDIZED EMPLOYMENT

NUL/SCSP has concentrated most of its efforts in the past two years on the transitioning of participants into unsubsidized employment. Seven months into the current program year (January 31, 1982), 124 participants had already been successfully placed in unsubsidized jobs, representing 91 percent of NUL/SCSP's placement goal for the year. As more participants are transitioned, more slots become available for new enrollees to enter the program and benefit from the Title V experience.

The information discussed below is supported by Tables III and IV, located in the appendix section of this statement.

NUL/SCSP successfully placed 127 participants in unsubsidized jobs for the program year ending June 30, 1981; this reflects the attainment of 100 percent of the program's placement goal. An analysis of these unsubsidized placements reflects the characteristics of transitioned participants. Of the 127 participants transitioned into unsubsidized employment, 81 percent were minorities: 75 percent Black, 5 percent

Hispanic and 1 percent Other. Over one-half of all unsubsidized placements (52 percent) had not completed high school. The unsubsidized placement rate for participants age 55–59 was 12 percent higher than their participation in the program; and for those over 65, their unsubsidized placement rate was 12 percent lower than their participation in the program.

The average hourly wage earned by these placements was $4.06—21 percent more than the average $3.37 earned per subsidized work hour. On an annualized basis, these persons earned $755,000. Of this total, 87 percent was earned in the private sector.

It is clear from the data that NUL/SCSP's unsubsidized placements have transferred a great deal of the employment burden from the public sector to the private sector. Private sector employers provided 85 percent of all job placements, of which 27 percent were in private-for-profit companies and 50 percent in private nonprofit agencies. Of the 127 unsubsidized placements, full-time positions (35 hours or more) represented 37 percent on the jobs. Of these, 89 percent were private sector placements. Although representing only 37 percent of the total unsubsidized placements, full-time jobs account for 53 percent of the total annualized wages.

As a result of participation in SCSP, 127 older workers have returned to the labor force earning an average annualized wage of $5,995. This represents an increase of $2,490 over their annualized subsidized wages while participating in the program.

NUL/SCSP's strong placement record could not have been realized without the orientation, training, subsidized work experience, and support services made available to participants through Title V.

Unsubsidized job development has been by no means an easy task, and it is likely to become even more difficult. The obstacles include: the tight economy and its negative effects on the employment picture; employer ignorance of the profitability of hiring older workers; discrimination based on age as well as race and sex; and the minimal skills and work experience levels of eligible participants.

Where able, a number of employing agencies have hired NUL/SCSP participants in permanent positions. However, most public agencies are feeling a severe financial pinch and are unable to hire additional employees. They have been grateful for the valuable contributions that Title V participants have made to the functioning of their organizations. With the layoffs of CETA workers and civil servants in recent months, employing agencies are even more reluctant to hire Title V participants, since government regulations prohibit Title V workers from displacing their regular work force.

IF TITLE V ENDS

Without Title V assistance, it is unlikely that this low-income targeted population would find employment opportunities on their own—especially in the private sector. Most placements have been in the nonprofit sector, and those opportunities are rapidly diminishing. In the private-for-profit sector, competition is even stiffer now than it has been in the past, as illustrated by national unemployment figures. There are virtually no other existing programs that provide training, job development, and placement services targeted to non-professional, low-income older adults. Title V is all they have.

At present, Title V funds have been appropriated only through September, 1982, unless a continuing resolution is passed with full appropriation for the program to operate through the end of the program year, June 1983. Funds have already been authorized for this period.

The President in December 1981 signed the reauthorization of the Older Americans Act (which includes Title V) through fiscal year 1984. Yet less than two months later, the Administration's proposed budget for fiscal year 1983 has a zero funding level for Title V. If Title V is discontinued, there will be no other sources of money to support this most needed community service employment effort. The Administration's proposed Job Training Act of 1982 recommends that older workers be served in the same fashion as: experienced workers that are displaced because of exports, veterans, migrant and seasonal farmworkers, the handicapped, etc. This proposal is hardly reassuring to the over 56,000 needy older adults currently served by Title V. The block grants to states do not offer any guarantees either.

As we are all well aware, entitlement programs affecting the elderly have had to absorb significant reductions in funding during this fiscal year. Proposals by the Administration would even further reduce funding for these programs in the next year. Given these cuts, the need for continued funding of Title V at authorized levels is even more critical.

In addition to providing essential community services, Title V participants also contribute to the funding base for entitlement programs. For example, based on actual subsidized wages of $2.9 million for NUL/SCSP participants in 1980–81, $186,000 was returned to the federal government in the form of social security taxes. The unsubsidized placements also returned over $50,000 during one year in social security taxes.

In closing, the National Urban League urges Congress to recognize the contributions of Title V—not only to the nation's low-income older adults, but also the national economy. Title V is not a drain on the public sector. It is a program that enhances self-sufficiency and promotes private sector involvement.

The appendix to this statement also includes several profiles of NUL/SCSP participants and the benefits they have personally derived from the program.

OMB Approval No. 44-R1648

U.S. DEPARTMENT OF LABOR • Employment & Training Administration

SENIOR COMMUNITY SERVICE EMPLOYMENT PROGRAM – FINAL PROGRESS REPORT

PROJECT SPONSOR	REPORT PERIOD ENDING (Month & Year)	PROGRAM NO.
NATIONAL URBAN LEAGUE, INC.	JUNE 30, 1981	

CITY AND STATE	TYPE OF REPORT (Check One)
NEW YORK, NY 10021	☐ Interim ☒ Final

AGREEMENT NUMBER	SUBPROJECT NO.	PROJECT PERIOD From	To
99-0-162-11-1		JULY 1, 1980	JUNE 30, 1981

NO. ENROLLMENT POSITIONS ESTABLISHED		UNSUBSIDIZED PLACEMENT GOAL	
Σ =	845	> Σ =	126

A. ENROLLMENT LEVELS (Number of Enrollees)

1. Carried over from previous project	912	3. Placed in unsubsidized employment this project	127	5. Current enrollment (End of Period)	921
2. Started under this project	424	4. Other terminations this project	288	6. Enrollment vacancies (End of Period)	0

B. JOB INVENTORY

SERVICES TO GENERAL COMMUNITY	NO. JOBS	SERVICES TO ELDERLY COMMUNITY	NO. JOBS
1. Education	167	11. Project Administration	49
2. Health and Hospitals	50	12. Health and Home Care	76
3. Housing/Home Rehabilitation	13	13. Housing/Home Rehabilitation	6
4. Employment Assistance	8	14. Employment Assistance	6
5. Recreation, Parks, and Forests	35	15. Recreation/Senior Centers	69
6. Environmental Quality	12	16. Nutrition Programs	65
7. Public Works and Transportation	11	17. Transportation	12
8. Social Services	223	18. Outreach/Referral	51
9. Other	60	19. Other	8
10. TOTAL (1 - 9)	579	20. TOTAL (11 - 19)	342

C. ENROLLEE CHARACTERISTICS

CHARACTERISTICS		STARTS (Cum.)	CUR. ENROLL.	CHARACTERISTICS		STARTS (Cum.)	CUR. ENROLL.
SEX	Male	137	247	RACE/ETHNIC GROUP	White (not Hispanic)	84	215
	Female	287	674		Black (not Hispanic)	299	622
EDUCATION	8th & Under	117	297		Hispanic	23	54
	9th - 11th	97	243		American Indian/ or Alaskan Native	11	20
	High School Grad or Equivalent	125	257		Asian or Pacific Islander	7	10
	1 - 3 years College	53	93	AGE	55 - 59	160	286
	4 yrs. College or more	32	31		60 - 64	114	257
Family Income at/below Poverty Level		304	796		65 - 69	95	229
Veteran		48	67		70 - 74	32	93
D. AVERAGE HOURLY WAGE/CURRENT ENROLLMENT			3.37		75 and Over	23	56

E. NARRATIVE REPORT (Attachment) YES

SIGNATURE James Eckel DATE 8/24/81

TABLE I*

COMPOSITION OF ENROLLEE CHARACTERISTICS
SUBSIDIZED AND UNSUBSIDIZED

CHARACTERISTICS	Subsidized Placements		Unsubsidized Placements	
	No.	%	No.	%
Sex				
Male	247	27	46	36
Female	674	73	81	64
Education				
8th Grade and Under	297	32	36	28
9th-11th Grade	243	27	31	24
High School Graduate	257	28	46	36
1-3 Years of College	93	10	7	6
4+ Years of College	31	3	7	6
Ethnic Group				
White	215	23	24	19
Black	622	68	95	75
Hispanic	54	6	6	5
Native American	20	2	1	5
Asian	10	1	1	5
Age				
50-59	286	31	54	43
60-64	257	28	35	28
65-69	229	25	28	22
70-74	93	10	8	6
75 and Over	56	6	2	1
Average Hourly Wage	$ 3.37		$4.06	

*Based on enrollments and unsubsidized placements as of June 30, 1981.

APPENDIX

TABLE II.—SUBSIDIZED JOB INVENTORY [1]

Type of service	Percent within general community [2]	Percent within elderly community [3]
Education	29	
Health and hospital	9	22
Housing/home rehabilitation	2	2
Employment assistance	1	2
Recreation, parks, etc	6	20
Environmental quality	2	
Public works and Transportation	2	4
Social services and outreach/referral	39	15
Nutrition program		19
SCSP project administration		14
Other	10	2
Totals	100	100

[1] Based on enrollment as of June 30, 1981.
[2] 579 enrollment level.
[3] 342 enrollment level.

TABLE III.—CHARACTERISTICS OF UNSUBSIDIZED PLACEMENTS

	No.	Percent	Average age	Average hourly wage
Male	46	36	64.6	$4.23
Female	81	64	60.8	3.90
Total	127	100	62.7	$4.06

TABLE IV.—UNSUBSIDIZED PLACEMENTS BY EMPLOYER—TYPE, WORK SCHEDULE AND ANNUALIZED WAGE [1]

Employer type	Percent of part	Average weekly hours	Total annualized wages
Full time	37		
Private for profit	13	38	$138,406
Private nonprofit	18	39	193,427
Private homemaker service	2	40	21,736
Public	4	37	45,232
Part time	63		
Private for profit	14	22	84,445
Private nonprofit	32	22	173,473
Private homemaker service	7	25	43,620
Public	10	23	55,076
Totals	100	31	755,416

[1] Based on 127 unsubsidized placements.

PROFILE ON: JIMMIE BRADLEY, RICHMOND, VA.

Age: 63; birthplace: Sumter, S.C.; primary work life: fork lift operator and farmer 29 years of his life.

"MY DREAM COME TRUE"

Mr. Bradley was born in Sumter, South Carolina. He married at a very early age of 18. As a result of his marriages, he is the proud father of 13 children, and 30 grandchildren. All of them are living.

Mr. Bradley had to find a way to take care of his family, and therefore farming was his chief source of income for approximately 29 years. Mr. Bradley managed to obtain jobs with companies as a Fork Lift Operator. During this period of his life, he never really felt he had successfully established himself in a career he could be proud of.

In 1972, Mr. Bradley became a licensed Minister. The ministry became one of the most important things in his life. He encouraged his children to be very active in the church. However, Mr. Bradley still had hopes of obtaining a job position that would give him a sense of "self worth".

Mr. Bradley entered the Seniors in Community Service Employment Program in May of 1980. He obtained a training position as a Janitorial Assistant for the YMCA. During a personal interview with Mr. Bradley, he indicated he had often gone into banks and dreamed of working somewhere in the bank. However, with his limited amount of educational experience, he felt this would never be possible. Mr. Bradley received his "golden opportunity" on September 15, 1980 when he obtained a permanent job as an Elevator Operator for the Central Fidelity Bank. When Mr. Bradley was hired in this position he replied with excitment, "My dream has come true".

Mr. Bradley has not forgotten from "whence he came"; he still continues his farming by maintaining a very large garden. He is leasing property from the City to maintain this garden.

Mr. Bradley is a very unique individual. He held on to his ultimate dream of working in a bank one day. Through the Seniors in Community Service Employment Program, we were instrumental in helping to make his dream come true.

PROFILE: WINNIE MIMS, PHILADELPHIA, PA.

Winnie Mims is a 60 year old Black female. Upon applying for a position in the SCSP, her positive attitude and traits were immediately noticeable. She displayed a pleasant and cooperative personality plus a desire and willingness to work and learn.

Winnie also had a consistent work history which included nursing, cashiering and operating a cleaning business with her late husband. Winnie left the cleaning business after her husband died and remained unemployed for many months. After much persuasive discussion on the part of the SCSP counselor, Winnie agreed to intern as an SCSP counselor assistant.

Accepting a position as a counselor assistant represented a tremendous challenge to her. Winnie's long lay-off from work coupled with her lack of experience in clerical or social work, plus her own feelings of inadequacy had taken a heavy toll upon her confidence and self-image. However, the SCSP counselor recognized Winnie's potential and correctly assessed her abilities.

The SCSP counselor was aware that Winnie had had direct person to person experience, and she knew Winnie had a sincere desire to help people. She also felt that with the proper guidance and training while performing her duties, Winnie would progress and grow.

As the counselor predicted, Winnie made steady and consistent progress. She learned quickly and performed her tasks in a thorough, efficient and timely manner. She acquired the ability to quickly establish a rapport with the applicants and enrollees. More importantly, Winnie's confidence and self-esteem had been restored. She began to actively seek a position in both the private and public sector.

What has happened to Mrs. Mims can be best characterized by the word "turnaround". In many respects, Mrs. Mims made a complete turnaround, came full cycle and regained her confidence and self-esteem. After completing a six week typing course on June 26, 1981, Winnie transitioned into an unsubsidized position as a clerk at Temple University.

PARTICIPANT PROFILE: LILLIAN HEAD, ATLANTA, GA.

Ms. Lillian Head has been with our SCSP since the first months of operation in March. She brings an abundance of creative talent and an interesting background to her present position. Ms. Head was born in Buford, Georgia in 1921, where she attended Buford High School. It was there that she became interested in sewing. Following high school she was married and raised one son, Harold L. Head. Along

with caring for her family, she worked on various jobs including the designing of clothes, making alterations, and millinery designs.

During her years of raising a family and designing clothes, Ms. Head found the time to attend Atlanta School of Art and Georgia State University. She has also established a small arts and crafts shop in her home called The Art Garden. In this shop she has lamps, pictures, miniature ornaments, note holders, collages and other art objects that she has made. She says that she has given away more of the articles then she has sold.

Ms. Head is now working for SCSP as an Arts and Crafts Instructor Assistant at Seniors Citizens Services, 34 10th Street. She teaches various arts and crafts to senior citizens attending the center. She also coordinates the complete arts curriculum for the arts and crafts department. Submitting orders for supplies and making displays are also part of her responsibilities. While with the SCSP Ms. Head has attended the Chastain Arts Center classes in Framing Making and Sculpture through SCSP. She has used both of these talents in her work and plans many more arts and crafts activities for the older adults she works with. Ms. Head is one of our many SCSP participants that deserve special attention.

Future goals for Ms. Head include acquiring a permanent full-time position within the realm of arts and crafts. She would also like to expand her arts shop in her home while continuing to care for her ill relative.

MRS. MARGARET HILL, CLERICAL ASSISTANT—MOUNT VERNON HEALTH CENTER, WESTCHESTER COUNTY, N.Y.

Margaret Hill is 71 years old and lives in the Mount Vernon Housing Project. "I love my job says Mrs. Hill. I retired from domestic work 8 years ago, and every day since has been the same; rise early, have breakfast, straighten up the house. At 11:00 a.m., go down to the Housing Authority's social room for the Nutrition Program, participate in the recreational activities until 2:00 p.m., and return to my apartment where I would remain until the next day. Except for my doctor's visits and Sunday Church, this had been my daily routine until the Seniors in Community Service staff came to tell about the Urban League's employment service program for senior citizens. As a result of this meeting, a clerical job was offered to me. I told them I had never done office work before and was not sure that I could. They told me that they learned much about me in the interview and liked what they saw, and recommended the job for me because of my attitude and my willingness to learn, in spite of my limited educational background, and past work as a domestic. Before starting work, the SCSP staff and Health Center staff met with me, and the other eight (8) new SCSP workers, several times to explain the job in detail, to make us comfortable and to reassure us of our ability to do the job. I have now been working two (2) years in SCSP and life has new meaning. I take more time with my personal appearance (hair, clothes, etc.) I have used skills I never knew I had, and through the agency's training developed these skills. With the Supplemental Income to my Social Security, I have been able to treat myself to an occasional steak, better meet my financial obligations and attend an outing from time to time. I cannot thank the Urban League enough for this new lease on life".

APPENDIX II

BOSTON HEARING OF FEBRUARY 19, 1982

JEWISH COMMUNITY HOUSING FOR THE ELDERLY,
Newton, Mass., February 19, 1982.

Hon. JOHN BURTON,
Chairman, Subcommittee on Retirement and Employment, House Select Committee on Aging, Washington, D.C.

DEAR MR. CHAIRMAN: I am delighted that the House Select Committee on Aging is holding hearings on the Senior Community Employment Program. I'd like to add my voice and that of our organization to the thousands who feel that this program is one of the best "buys" in the catalogue of valuable social programs.

Jewish Community Housing for the Elderly is a non-profit owner of 834 units of housing for low and moderate income elderly persons. These are apartments intended for the independent elderly, and they are subsidized by both the Federal Government and the Massachusetts Housing Finance Agency. We are one of the largest such organizations in the country, housing over fourteen hundred people, many of them with no income beyond social security and SSI.

We employ a number of Senior Aides—far fewer than we would like. They carry out essential functions for us. One is the back-up for the main receptionist for seven hundred of our units. Others have received training in counselling and provide a vital service in supporting other residents with their homemaking, personal care, and social needs, without which many of these residents would not be able to maintain themselves.

Look at how much the public receives from this one small program. A number of our poorest elderly residents are gainfully employed, receiving modest but important addition to their income. Second, they have learned new skills and reawakened the pride and energy and independence that come with doing work of real value. Third, they are providing essential services to the members of their community. Fourth, these services, in a substantial number of cases, make the difference which allows those served to stay out of far more expensive institutional care. And lastly, these services improve the entire functioning of JCHE, supporting the public's substantial investment in these buildings.

I hope that the record developed in the course of the Select Committee's hearings will make an incontestable case for the extension of this valuable program, at least at the level called for in the Omnibus Reconciliation Act.

Sincerely yours,

ELLEN FEINGOLD,
Executive director.

THE COMMONWEALTH OF MASSACHUSETTS,
BUNKER HILL COMMUNITY COLLEGE,
Boston, Mass., February 22, 1982.

Congressman BARNEY FRANK,
Longworth Office Building, House of Representatives, Washington, D.C.

DEAR CONGRESSMAN FRANK: Enclosed is a copy of the testimony, offered as part of the record, taken at the Field Briefing—Retirement Income Subcommittee, Select Committee on Aging, U.S. House of Representatives in Boston, Mass., February 19, 1982. Attached to the testimony offered by Frances Olrich and Lynn Williams (Urban League) Co-Chairpersons of the Older Workers Employment Network are two appendices:

1. "Older Worker Employment in Massachusetts—An Overview" (September, 1979).
2. "Policy Paper on Older Worker Employment, D.E.A." (April 3, 1980).

Though many contributed to the writing and editing of the two attached appendices, the chief author was Mr. Steven Perlmutter, then employed jointly by D.E.A., and D.M.D., in Commonwealth of Massachusetts. He is no longer with the program because no continued funding became available. Others who made major contributions were Mr. Ted Sanger, currently Employment Specialist at D.E.A., and Sr. Julie Kelley, now employed at South Shore Senior Services.

Any follow up communication regarding these remarks may be addressed to myself, care of the Open College at the above address.

Yours truly,

FRANCES OLRICH,
Coordinator, Education for Aging.

Attachment.

OLDER WORKER EMPLOYMENT NETWORK

Congressman Frank, Markey, and Moakley, my name is Frances Olrich. I work at The Open College of Bunker Hill Community College in Charleston, MA. My title there is Coordinator of Education for Aging. My appearance here before this Committee is an example of the meaning of what Education for Aging consists of—in this instance dissemination of information on a particular issue of concern to the service area of our Community College.

I appear here officially today, however, as Co-Chair (together with Ms. Lynn Williams of the Urban League) of an organization known as OWEN, which stands for Older Workers Employment Network. The Senior Aid Program which is in danger of being defunded and is the subject of the hearing, has been a major force in the development of OWEN, which sprung up during the years of 1978 and 1979 in this state, in response to increasingly evident employment needs of retirees just above the income eligibility levels of the Senior Aid Program. During those years more and more retirees were knocking on the doors of the local Councils on Aging and the Area Agencies on Aging, asking for help and counseling in their search for jobs. (See Appendix 1)

As a means of coping with the employment needs of these significant numbers of retirees ineligible for the Senior Aid Program, or of those whom the Senior Aids could not serve even though eligible, because of inadequate funding, the Area Agencies and Councils on Aging encouraged development of small local Job Banks, known as Older Worker Employment Services. The functions of these Job Banks separated out into three sets of activities: (a) vigorous job development at the local level in private business and industry, (b) job counseling and readiness training for those seeking such supportive services, and (c) vigorous outreach to locate those older workers who came under the Labor Department category of "Discouraged Worker." These were defined as persons who had exhausted their unemployment compensation benefits, never were reemployed, and dropped out of sight from the workforce. The personnel of the job banks found that such persons, when contacted and made aware of the supportive job hunt services, were eager to take advantage of them.

In these years the experience showed that these sorts of advocacy efforts on behalf of older workers needing and wanting jobs were remarkably profitable in terms of the individual once again joining the productive work forces and of the employers who used their skills. Throughout the period of time, as I said at the outset of my remarks, the Senior Aid Program was at the heart and core of these spin-off older worker employment programs serving those not eligible for Senior Aid positions, or those eligible but who could not be served because of funding limitations. In 1978–79 the staff of these local programs joined together and formed themselves into a loosely affiliated organization which established a communication network (OWEN) for sharing knowledge and experience at the State level.

The first achievement of this network was a public document, issued by the Department of Elder Affairs, entitled "Policy Paper on Older Worker Employment." (Appendix 2) This statement outlined the official position of the Department as advocate for employment of the older worker and for the elimination of discrimination on employment based on age. The strengthening of the Senior Aid Program was one of the specific aims defined in that policy paper, dated April 3, 1980.

Now, in 1982, we find that the Senior Aid Program, the backbone of this larger network of employment programs, is threatened with extinction by defunding from Washington. Once again large numbers of low income older workers are in danger of being set adrift in the current job market, if this threat becomes a reality. What is the condition of that job market into which they will be thrown without any supportive services or advocacy voices?

OWEN affiliates report that the ranks of their clientele are being swelled by a new wave of older workers caught in the current layoffs in our large factories. Less visible but equally serious are the hundreds being laid off in ones and twos from small local business and industry—those who do not make headlines, but do make unemployment lines.

The large industries in some instances are enticing the older workers to retire early—those who have sufficiently long years of uninterrupted service with the company—by offering them generous monetary packages, tied to pensions and social security payments. After these extra benefits are used up, these early retirees will only add to those seeking some kind of employment to supplement their pensions and social security, for they will find themselves pushed down into the ranks of the low income unemployed.

These early retirees cannot even console themselves that they are making a spot available for someone's son or daughter—or grandson or granddaughter—because the job will be wiped out along with the occupant of the job. Without the supportive services of the affiliates of OWEN, of whom the Senior Aid Program is the core, the future economic, social, and psychological condition is bleak, to put it mildly for all who are cut adrift.

To those who say, that new jobs are being created daily and short term training programs can fit these older workers for new jobs with new skills—the Manpower agencies of the State point out that entry level jobs in the newly developing fields of production are as scarce as hen's teeth. Even the highly automated automobile assembly lines can in the future, be "manned" by robots—and what older worker is fit to compete with a robot? Older workers are automated by live hearts, red blood, active agile brains and a conscience. Throwing them on scrap heaps constitute mass murder with horrendous consequences for the individual and for the society of individuals. The climate for older worker employment is a cold and inhospital one.

In 1982, this month of February, very few of the earlier job bank programs of the years of 1978–79 are still operating. Neither has the Department of Elder Affairs been able to find supportive funding. Our Executive Board was to have met this morning to contemplate the impact of the tight economy on older worker, employment services and we decided to postpone that meeting in order to come here and testify before this committee on the conditions of retirement income of older workers and of the unimagined flow of consequences which might result from the one act of cutting back even one penny from the Senior Aid Program. We solemnly urge your Committee to work energetically to gain the support of Congress for strengthening the Senior Aid Program, not killing it.

Appendix 1.—Older Worker Employment in Massachusetts—An Overview

(Presented to: Thomas H. D. Mahoney, Ph. D., Secretary of Elder Affairs, Executive Committee, Older Worker Employment Network, September, 1979)

This paper constitutes an overview of older worker employment activities in the Commonwealth in general and of the Older Worker Employment Network in particular. We have outlined the issues facing older workers as well as the programmatic issues facing agencies that serve this population.

Introduction

The National Council on Aging in its policy statement of 1979 declares that any efforts undertaken in behalf of the elderly should reflect a philosophy that older persons in our country must have the opportunity to live a life which guarantees, "freedom from hunger, illness and lack of shelter" . . . and "the freedom to work, to learn and to act."

Specifically on the Public Policy on Employment, the Board of Directors of the aforementioned organization delineates the emotional, social and economic importance of work for many middle-aged and older persons to lead meaningful and socially important lives.

Among the recommendations of this national body are:

1. That both the private and public sectors provide continued employment or easy and equal access to the job market for all who are willing and able to work, regardless of age.

2. That the appropriations for Title V of the Older Americans Act should be raised to the $500 million dollar level in order to provide jobs to the widest possible spectrum of qualified program participants.

3. That increased funding, both public and private, should be provided at national, state and local levels for the provision of free or low-cost job updating or second career training programs.

The above presents only a fraction of the actions suggested by this national body concerned with the rights of elder persons. There are numerous other organizations throughout our nation that have expressed similar concerns.

Turning to the literature that has researched the effects of retirement on persons' life expectancy and life chances, we find in "Where Do They Go To Die?" by Robert Butler some very revealing data. "Modern medicine," he points out, "has increased the life expectancy for American men from forty-nine years, in 1900 to almost seventy-five years today. Yet the life expectancy for men at age sixty-five is fourteen additional years compared to thirteen in 1900. We have prolonged life in general, thereby creating a large group of the aged; but we have not prolonged the life of the aged."

To this, Maggie Kuhn of the Gray Panthers adds: "Many who have lived only for their jobs never recover; they become ill and die or retreat into senility. The survivors face a black and lonely future. . . . Deep seated feelings of loss of worth, friends and loved ones, as well as strange new fears of disability and nothingness are real. They will not go away. They have to be countered by new thinking, self-images and life styles."

In "The Coming of Age" by Simone de Beauvoir she also decries the callousness of society toward those who have given of all their lives to the building and culture of their countries. She says, "Leisure does not open up new possibilities for the retired man; just when he is at last set free from compulsion and restraint, the means of making use of his liberty are taken from him. He is condemned to stagnate in boredom and loneliness, a mere throw-out . . . if we were to look upon the old as human beings, with a human life behind them and not as so many walking corpses, this obvious truth would move us profoundly."

Writing in Industrial Geronotology, Winter of 1975, William Withers comments on the myth that we, those already employed, can outproduce the need. He contends, however, that that thinking grows from the notion that humans need only those things that can be produced in greatest measure by machines. "This is not true," says Dr. Withers. "Can we mechanize doctors, teachers, entertainers, social workers so that one worker produces as much as three or four did before? The future picture of labor needs would seem different if seen from the standpoint of physical input and output. In money terms, we may need less labor; in physical terms, we need more."

The Older Worker Employment Network proposes in the steps that follow how we can become the innovators of employment programs that will place a priority on the need for a variety of work and learning possibilities in both the private and public sectors through the attention and action of the Department of Elder Affairs here in Massachusetts. We feel we can begin to set a model in our state that will be in keeping with the philosophy so forthrightly pronounced by the Aging Network Organizations this decade of great change.

THE PROBLEM

Today there are increasing numbers of older people in Massachusetts wanting to work. Recent surveys by Branch and by the Harris Organization estimate that anywhere from 25 percent to 50 percent of the over 65 population desires to work at least part-time. Add to this other sub-groups of the over-55 older worker population—women returning to the paid labor market, including displaced homemakers; workers whose plants have closed down or have moved out of state, older workers who have obsolete skills; workers who become discouraged and cease looking for work—and we have a social problem of some magnitude. In fact, in the 55–64 age category we do not even know the magnitude of employment needs because we have no way to measure the problem. Returning homemakers, workers who exhaust unemployment benefits, workers who obtain employment for less pay and below their skill levels are not counted in official unemployment statistics.

The major barrier to these older workers finding meaningful employment is the still pervasive attitude of age discrimination. Although illegal, discrimination against older workers—and indeed middle-aged workers—continues to exist. Hence a massive effort is needed to educate employers to overcome this discrimination. Specifically we must work with both the private or public sectors to develop jobs for older workers. Also needed are special training and retraining programs geared to the needs of this population. Alternative work arrangements—part-time, shared jobs, flex-time—are needed for those people who want to work less than full-time.

We know that not every older person desires to work. Many people look forward to and enjoy their retirement. What we are asking is that the option to continue working be made available to any person who wants to do so. In this era of rampant inflation many older people no longer have a choice.

WHAT EXISTS NOW—OLDER WORKER EMPLOYMENT SERVICES

In the past five years in Massachusetts there have come into being a small number of Older Worker Employment Services (OWES), (for a complete list see Appendix A). These services have a variety of sponsoring agencies including Councils on Aging, Anti-Poverty Agencies, religious organizations, city and town government, Community Colleges and other community organizations. They use a variety of funding sources including Title III, Community Development Block Grants, Chapter 367, CETA contracts and local funds. Most of these services face constant funding problems because the funds are available only on a year to year basis. Consequently these programs are never sure that they will be in existence after the current grant ends. All of these programs are small. They range in staff size from one half-time worker to three full time equivalency positions. With even limited resources these OWES have been able to provide successful services to a small number of clients.

The typical Older Worker Employment Services provides four essential services:

1. Outreach

Since, as we have said, many potential older workers comprise a hidden population, Outreach is an essential program component. People no longer look for work when they perceive that there is no work to be done. This outreach becomes a vital program component to alert this hidden population that there is still hope.

2. Job counseling

Many older workers whether they are entering, reentering or remaining in the job market have internalized society's attitudes towards older workers. They feel discouraged, unskilled and unsure of themselves. Thus the job counseling component of the programs is essential in helping to overcome feelings of discouragement, to identify applicants' existing skills and/or directing them to training programs, and finally (and perhaps most importantly) to help them to feel more confident of their ability to find successful work.

3. Job development

As we have said above, a strategy of working with business and industry is the essential core of providing unsubsidized employment for older workers. These OWES provide that service on a local basis.

4. Job placement

The successful matching of the individual to the job is the final component of each of these programs.

Despite the work of the existing dozen Older Worker Employment Services across the Commonwealth we are at this juncture only scratching the surface of older worker employment needs.

SUBSIDIZED EMPLOYMENT PROGRAMS

Although we feel that the best strategy to develop jobs for older workers lies within the private sector, there does exist a small number of opportunities for government subsidized employment. We will now review some of these programs.

These largest vehicle for subsidized employment in Massachusetts has been the Senior Community Service Employment Program (SCSEP). Through its various sponsors throughout the Commonwealth these programs employ approximately 1,250 people over age 55. They work 20 hours a week and their salary is usually close to the minimum wage.

The second largest group of programs are those funded by ACTION, namely, the Foster Grandparent Program and The Senior Companion Program. While these workers are officially defined as volunteers, the programs provide a weekly stipend of $32 and thus could be considered as employment. The ACTION programs provide work for approximately 500 people over age 60. Both the SCSEP and the ACTION programs are geared toward low income older workers. In total they provide work to 1,750 older workers across the Commonwealth. Even with the low income stipulation many of these programs report large waiting lists.

PROJECT RENEW

This Project (Referral Employment Network for Elderly Workers) is a joint effort of the Pre-Retirement Planning Center of Washington, D.C., the Massachusetts Division of Employment Security (DES) and several SCSEP programs in Massachusetts. Fourteen half-time SCSEP workers are being placed in thirteen DES Job Matching Centers as Older Worker Specialists. Older Workers will be referred to them

through the DES centers and they will provide job counseling as well as job placement through the DES job listings. In addition, they will also do some job development.

CETA

New regulations in the CETA Act of 1978 have mandated increased services to the older worker population. For the first time, older workers have been defined as people age 55 and over. As such they have been placed in a special eligibility category. Older Worker are now to be considered as a "family of one" regardless of the income of other family members. This will especially affect returning homemakers and the unemployed spouse of an older working couple (with or without children in the home).

In the past CETA has not had a very good record in serving older workers. A 1978 study by the United States Civil Rights Commission found a prevalent pattern of age discrimination among both CETA administrators and line staff. Typically very low target percentages would be set for serving older workers under the various CETA titles and not even these targets would be met. A recent study by the Massachusetts Department of Manpower Development found that although there were roughly the same numbers of potential CETA eligible clients in the 16–44 age category as in the 45 and over group, there were nine actual clients being served in the former group for every one in the latter group.

The situation is beginning to change. The new regulations are having some effect, as is advocacy from some local agencies of the Aging Network. In addition the State Employment Training Council using the Governor's 4 percent Grant has recently funded four planning projects and two demonstration projects for a total of $91,351.00. (See Appendix B for details). Although this is a good beginning, there is still a long way to go before CETA agencies in the Commonwealth will be serving older workers in proportion to their numbers in the population.

HISTORY OF THE OLDER WORKER EMPLOYMENT NETWORK

The Older Worker Employment Network (OWEN) was formed in March 1979. It is comprised of over eighty agencies and individuals who are either already engaged in conducting older worker employment programs or who want to create such programs. Included are staff from Older Worker Employment Services, SCSEP programs, Agencies on Aging, Councils on Aging, Community Colleges, CETA agencies, DES, Anti-Poverty Agencies and other Community groups. The major purposes of the NETWORK are to share information, pool resources, provide assistance, create new programs, identify areas of needed research, develop secure funding sources, act as an organized advocate for older worker employment and in general to provide support to the agencies and individuals involved with the group.

With support staff from DEA and DMD a Steering Committee of over thirty people and four task forces was formed. These task forces include Information Exchange, Legislative and Advocacy, Policy Development, and Funding. There follows a list of some of the proposed activities of the NETWORK.

1. Design a series of workshops for program staff on such topics as job counseling, job development, funding, outreach and advocacy.
2. Draft a statewide resource directory of older worker employment resources.
3. Develop an in-depth resource file of existing program models for use in program development.
4. Develop an Older Worker Employment Library which would consist of written resources.
5. Review current State and Federal legislation and draft new legislation where needed.
6. Coordinate advocacy effort toward the private sector in the area of job development.
7. Provide technical assistance to new programs and to agencies wishing to develop programs.
8. Develop and secure funding resources for existing programs and for new programs.
9. Develop policy positions for consideration by relevant State agencies.
10. Foster the sustained positive effort of the Department of Manpower Development and CETA Prime Sponsors in the area of employment of persons who are 55 years of age or older.
11. Research Older Worker needs in the Commonwealth, as well as national and international service delivery models.

Several of these efforts are already underway. For example, a workshop on "Job Counseling with Older Workers" is already planned for September 19, 1979. Information for the Resource Directory is already being gathered and a target publication date has been set for October 1979.

Some of the activities that are in the planning stages can be carried out by members of the NETWORK. In addition, we are hoping to attract a number of student interns through various constituent agencies. Other activities will have to await the arrival of full-time staff with the expertise and time to both conduct and coordinate these efforts.

HOW CAN DEA HELP

We would like to ask the assistance of DEA in three major areas: staffing, funding, and the promulgation of a public policy statement. During the past six months part-time staff support has been provided by DEA through the job development specialist and the DMD Liaison to DEA. We appreciate the assignment of these two people to our group. We feel however, that in order to fully carry out our plans we will need at least three full-time staff: an Older Worker Employment Program Specialist, an Older Worker Employment Information and Research Specialist, and a Public Education Specialist. These three individuals can devote their full energies to the activities of the NETWORK and through their efforts they can coordinate a host of other resources that are available through constituent agencies.

The second area where we need help is the provision of funding. As we have already demonstrated, Older Worker Employment Services have accessed a variety of funding sources, but none of these are secure. Several such services are in danger of loosing their funding within the next year. We would like to see DEA include in their State budget request for fiscal year 1981 a line item of $300,000 specifically designated for older worker employment programs. These funds would provide enough money for 6 to 10 programs to operate for 1 year. These may be already existing projects, new projects or a combination of the two. We realize that in this era of fiscal austerity that such a line item would need a good deal of support during the budget process in order to be included in the final State budget. We are willing and anxious to provide that support.

The third area in which we need assistance from the Department of Elder Affairs is in the promulgation of a DEA public policy statement on older worker employment. Such a statement would put the Department on public record as supporting our work with private industry and would certainly add legitimacy to that effort. It could also encourage existing funding agencies—particularly the Area Agencies on Aging—to make older worker employment a priority area in coming years. Certainly such a statement is in harmony with our present administration's strategy of "Putting Massachusetts to Work".

Finally, and most importantly, we would like your personal support and help in all of the activitites that we have outlined. We are certain that you would agree with us that the role of government should be to help people to maintain an independent and useful existence. By supporting our efforts you will be helping us to help older workers to obtain meaningful employment. By fruitful activity, older workers will remain happier and healthier, and prove to be a source of psychological and economic well being within the Commonwealth.

Appendix A.—OLDER WORKER EMPLOYMENT SERVICES

Name of agency	Staff	Funding source
Baypath Senior Citizens Services (Framingham)	Half-time coordinator	Senior Aide program.
Jobs for Elder (Beverly)	3 full-time equivalency	CDBG funds.
Elder Hire Employment Services (SCEOC—Cambridge)	1½ full-time	Title III.
Project Hire—Middlesex Community College (Bedford)	2½ full-time equivalencies	Title III.
Elder Job Bank—Council on Aging (Malden)	Three-fourths time coordinator	Title III.
Employment Advocacy Network-Mass. Assoc. of Older Americans (Boston)	1½ full-time	Title III.
Department of Human Services (Newton)	Half-time coordinator	City of Newton.
Pittsfield Senior Center	Half-time coordinator	City of Pittsfield.

Appendix A.—OLDER WORKER EMPLOYMENT SERVICES—Continued

Name of agency	Staff	Funding source
Retirement Alternative Program (ABCD—Boston).	3 full-time equivalencies	State special projects (DEA).
Urban League of Eastern Mass. (Boston)	2¾ full-time equivalency	DMD "4 percent" grant SCSEP program.
Senior Employment Service-Catholic Charities (Worcester).	2 full-time equivalencies	DMD "4 percent" grant.
West Suburban Elder Services	1 full-time	CETA.

Appendix B.—STATE EMPLOYMENT AND TRAINING COUNCIL/DEPARTMENT OF MANPOWER DEVELOPMENT OLDER WORKER INCENTIVE GRANT RECIPIENTS

Agency	Type of grant	Amount
Elder Services of Cape Cod and the Islands (West Yarmouth).	Planning	$10,120
Eastern Middlesex Human Resource Development Authority (Cambridge).	Planning	10,432
Hispanic Office of Planning and Evaluation (Boston)	Planning	13,654
Mystic Valley Elder Home Care (Malden)	Planning	7,245
Senior Employment Service, Catholic Charities (Worcester).	Demonstration	25,000
Urban League of Eastern Massachusetts (Boston)	Demonstration	25,000
Total		91,451

THE COMMONWEALTH OF MASSACHUSETTS,
DEPARTMENT OF ELDER AFFAIRS,
Boston, Mass., April 3, 1980.

To: Area agencies on aging/home care corporations, nutrition projects/senior centers, councils on aging.
From: Thomas H. D. Mahoney, Ph. D.
Subject: Policy Paper on Older Worker Employment.

The Department of Elder Affairs is pleased to issue the following: "Policy Paper on Older Worker Employment." This Policy Paper, which has been in preparation over the past year, is the product of a collaborative effort between Department staff and agencies and organizations associated with the Older Worker Employment Network (OWEN). Although the Department has been engaged in employment related activities for a number of years, this Policy Paper represents an increased commitment to the employment needs of older people in Massachusetts.

The Policy Paper indicates thirteen areas in which the Department intends to take action during the next few years. Initiatives have already begun in many of these areas. The Department cannot accomplish the tasks set forth in this Policy Paper by itself. We ask that all organizations, agencies and individuals who are concerned with the needs of older workers, to cooperate with us to make this Policy Paper a reality. We welcome your suggestions, your comments, and above all, your help.

POLICY PAPER ON OLDER WORKER EMPLOYMENT

The Massachusetts Department of Elder Affairs, in issuing the following Policy Paper, takes official recognition of the importance of its role in the development of employment and training opportunities for older workers throughout the Commonwealth. The Department, in giving high priority to this issue, commits itself to act as an advocate for older workers, and pledges to support this effort by the allocation of its staff resources assigned to the employment program and other resources as appropriate.

In keeping with its legislative mandate (MGLA ch. 19A s. 4) to act as an advocate on behalf of older people (those 55 and older) and especially the legislative recommendation that DEA employ 25 percent older people (MGLA ch. 19A s. 8), the Department will recommend to the Governor and the State Office of Affirmative Action that there be special emphasis placed on the employment of older persons in

State Government and State funded programs. Therefore, the Department will work with these agencies to assist them in developing policies and procedures that are sensitive to the employment needs of older workers.

Recent studies by Branch,[1] Harris,[2] and the National Commission for Manpower Policy[3] have indicated that increasing numbers of people over age 55 will be entering, reentering, or remaining in the labor market. In this era of continuing inflation, many older people no longer have a choice: they must seek additional sources of income. In addition to economic necessity, many older people find that working is necessary to their own inner well being: they have the abilities and these must be put to use. The skills and experience of the older workers of Massachusetts represent an invaluable human resource that should not be wasted. By engaging in fruitful activity, older workers will remain happier and healthier, and prove to be a source of psychological well being within the Commonwealth.

Older workers comprise a heterogeneous population. They consist, in part, of older women who are entering or returning to the paid labor force, including displaced homemakers. There are other people in their fifties and sixties who have lost their jobs because of layoffs and plant closedowns, or in some cases, age discrimination. Many of these people have obsolete skills and may need retraining, vocational counseling, and special assistance in finding new fields of employment. Finally, Branch and Harris indicate that 25 percent to 50 percent of those people who have retired voluntarily, or who have been forced to retire, now find that they want to return to work on a less than full time basis.

There still exists in our society a pervasive attitude of age discrimination. Many employers in both the private and the public sectors feel that, because older workers have reached a certain age, they are no longer competent. The Department of Elder Affairs is committed to combat this attitude and its resulting discrimination. In the field of employment this means we shall advocate actively for the hiring of older workers as well as for the extension of the working years beyond the "normal" retirement age. While the Department strongly supports the enforcement of the 1978 Amendments to the Age Discrimination in Employment Act that makes it illegal to discriminate in hiring up to the age of 70, we believe that there should be no age at which workers should be mandatorily retired; all people should have the right to work as long as they can perform their job.

Since many older workers desire to work less than full time, there is also a need to develop alternative working arrangements such as part time work, shared jobs, and flexible working hours. Many older workers, when they do obtain jobs, find themselves in positions that are below their skill levels and capacities. Thus it is important to develop meaningful employment opportunities, with growth potential, for those older workers who want challenging work. Finally, many older workers, either individually or collectively, may want to start their own businesses which capitalize on their existing skills and expertise.

The Department of Elder Affairs has already demonstrated a commitment to the field of older worker employment. We have sponsored a Senior Aide program since 1974 which now employs over 260 people over the age of 55. Since 1973 the Department has also sponsored the Elder Service Corps, a stipended volunteer program utilizing the services of over 200 people over the age of 60. During the past year the Department has supported the development of the Older Worker Employment Network, an organization consisting of over sixty agencies and individuals that provide employment and training services to older workers.

With this Policy Paper, the Department of Elder Affairs is pledging itself to an increased commitment to advocate for and with the older workers of the Commonwealth. Accordingly, we will take the following action steps:

1. The Department of Elder Affairs will expand its advocacy efforts on behalf of older workers to private industry and assist these companies in the recruitment, training, and placement of these workers. Since 80 percent of jobs that exist are in the private sector, the hiring of older workers in this sector is of central importance. The Department will also advocate for the creation of alternative work arrangements that meet the needs of many older workers. Particular attention will be paid to the needs of minority workers, handicapped older workers, and displaced homemakers who are over 55 years of age.

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[1] Branch, Laurence G. "Boston Elders: A Survey of Needs," City of Boston Commission on Affairs of the Elderly, Boston, 1978.

[2] Louis Harris and Associates. "1979 Study of American Attitudes Toward Pensions and Retirement," Johnson and Higgins, New York, 1979.

[3] Morse, Dean. "The Utilization of Older Workers," National Commission for Manpower Policy Special Report No. 33, Washington, D.C., March 1979.

2. Similarly, the Department will expand its advocacy efforts to other State agencies and work with the Division of Personnel Administration to encourage the employment of older workers, including the creation of alternative work arrangements. In its legislative mandate, the Department of Elder Affairs is charged with the role of acting as an advocate for older people among all agencies of State government. We will now carry this role into the field of employment.

3. The Department will continue to work closely with the Department of Manpower Development and with CETA agencies at the local level to encourage the development of employment and training resources that meet the needs of older workers, as well as to dramatically increase the numbers of older workers served by existing programs. We will also work to develop coordinated service delivery systems among CETA agencies and agencies of the Aging Network. Finally, we will work closely with the six projects funded under the Department of Manpower Development's Older Worker Incentive Grant Program.

4. The Department will work with, and help to raise the consciousness of, other State agencies that provide employment and training services, such as the Division of Employment Security and the Massachusetts Rehabilitation Commission, to ensure that older workers are seen as persons with employment needs. Further, the Department will work with these agencies to help them to develop policies and procedures that will result in older workers being more adequately served.

5. In agencies of the Aging Network, where the Department has direct influence, such as Area Agencies on Aging, Home Care Corporations, Nutrition Programs, Councils on Aging, Senior Centers, including the Department itself, we are working to increase the numbers of older employees who work for these agencies. Together with existing Older Worker Employment Programs, the Department will provide assistance to Aging Network agencies in the recruitment, training, and placement of older workers within those agencies. We have found that many such agencies already use the services of a number of older workers through such programs as the Senior Aide Program and Elder Service Corps, but seem unwilling to hire older workers into regular full time professional and administrative positions. We will work vigorously to change this situation. The Department will also strongly encourage Area Agencies on Aging to develop Older Worker Employment Programs in their areas and to the funding of those programs with their resource monies under Title III of the Older Americans Act, as well as to develop other funding sources that can underwrite the cost of such programs.

6. The Department will encourage the Development of older worker owned and operated small businesses and organizations which would utilize the skills and experience of their participants. For example, elder draftspeople or skilled workers may want to form an organization that would facilitate the marketing of their particular expertise. We will work with appropriate State agencies, local Business Information Centers, and Federal agencies, such as the Small Business Administration to stimulate the development of such elder enterprises.

7. The Department will encourage the development of training resources for older workers. We will work with Gerontology training programs at Community Colleges and at State and private colleges with the goal of providing meaningful employment training and retraining for the older worker, to encourage them to submit proposals for demonstration grants, or to seek the support of this Department in seeking other State, Federal, and private grants.

In those spheres of activity dealing with Federally funded programs, Department grants, and legislative proposals identified as in the interest of elders and submitted by the Department, most vigorous support will be given to those programs which help older people to remain in or re-enter the work force. The active participants of older workers, or potential workers, will be fostered in Department programs and contracts supported by Title IVA of the Older Americans Act, Grants on Aging, and Demonstration Projects.

In addition, the Department will work closely with the State Department of Education to take maximum advantage of the identification of older workers as a priority group in programs funded under Title I of the Higher Education Act. As a targeted group, older workers may benefit from the objective of the Federal Government to coordinate education and training supplies with labor market demand through continuing education, community service planning, and research material resource planning. Emphasis should be placed on training in fields such as the ancillary health services, para-legal services, environmental programs and other services that will directly benefit older people.

Special priority should be given to those older workers, who, because of layoffs and plant closedowns, find themselves unemployed. Many of these workers have

transferrable skills and with proper retraining and skill upgrading could be eligible for many existing jobs.

8. The Department will encourage research into the needs of older workers in the Commonwealth and the dissemination of these findings. Societal attitudes, changing demographic trends, the impact of inflation, the shifts in the job market, plus stereotypic attitudes, are but some of the many complex factors which impinge upon the employment needs and desires of older workers. Some private programs and governmental pilot studies have already identified particularly helpful methodologies. There is a need to share this data, to test, and to investigate other new ideas and approaches to stimulate long range programs of action in the public and private sectors.

9. The Department will use its resources to foster the education of the public to the issues of work choices for older people. At an appropriate time, a suitable pamphlet will be developed utilizing the research findings mentioned above, and be distributed through the Aging Network.

In addition, the staff who are engaged in public relations will seek out the assistance of the news media to disseminate information in the various ways to effect attitude changes on this issue throughout the Commonwealth.

10. The Department of Elder Affairs will continue to work with the Department of Public Welfare, ACTION, and other agencies, to have Senior Companionship designated as an eligible Title XX service. This will create needed jobs for older workers as well as provide an important service to older people in need.

11. The Department will work to expand the number of positions available for older workers through its existing programs, the Senior Aide Program and the Elder Service Corps, through the acquisition of additional Federal and State funds respectively.

12. The Department will support and/or offer legislation to support the goals of this Policy Paper, and will work through the Legislative Committee of the DEA Citizens Advisory Committee and with representatives of other agencies and organizations, such as the Older Worker Employment Network, who are committed to this need.

Legislation may be proposed and/or supported in the following areas;

The elimination of all mandatory retirement restrictions for State workers and for private sector workers.

Public resolutions of the State legislature that will encourage the hiring of older workers and that will establish percentile goals for the inclusion of older workers within CETA agencies.

Expansion of educational and training opportunities throughout the state college system.

Funding to expand the stipend volunteer opportunities in such programs as the Elder Service Corps and the Foster Grandparent Program as well as the creation of new stipend volunteer programs, such as the Senior Companion Program.

13. Finally, the staff of the Department will help to seek out and identify sources of support from other public and private funding sources that would provide funding for existing Older Worker Employment Programs and for the development of new programs throughout the Commonwealth.

The support of Department staff is crucial to the implementation of this policy. Therefore, whenever possible, the staff of the Department of Elder Affairs will provide meaningful input, technical support, and liaison to oversee the implementation and ultimate success of achieving the goal of providing meaningful employment for the older workers of Massachusetts.

SEEKONK PUBLIC LIBRARIES,
Seekonk, Mass., February 19, 1982.

Congressman BARNEY FRANK,
1609 Longworth, Washington, D.C.

CONGRESSMAN FRANK: I would like to applaud your work to keep the Senior Aide program budgeted. I attended both the rally at the Venus de Milo and your Committee hearing in Boston. I would like to add my own comments on the effect Senior Aides have had on the Seekonk Public Library.

The town of Seekonk opened a new, $700,000 federally constructed library on February 17, 1981. Due to Proposition 2½, relatively little money was available to staff this new building which was 500 percent larger then the former libraries. Our budget was increased but not enough for us to offset the substantial increases in services demanded of us in this new facility.

Fortunately, the Seekonk Library is a host agency for two Senior Aide positions. We also emply a former Senior Aide in our Technical Services Department. If it had not been for our Senior Aide positions, the library would have been forced to reduce our open hours by at least eight hours per week. This would have deprived not only library patrons but also all the senior citizens because the Council on Aging is located in the library. When the town wanted to eliminate the Council on Aging, the Board of Library Trustees offered to accommodate the office and Drop-In Center into the building. Therefore any reduction in library hours also affects this organization too.

I thought that you might be interested in a situation where more than just seniors would be affected by the loss of this program. Without the Senior Aide positions, library services in Seekonk would have suffered substantially. Both libraries and seniors seem to be prime targets for budget cutters. I support your priorities and your effort on behalf of the Senior Aide program. I also hope you will work to see that our libraries are not cut in order to provide more defense money or foreign aid.

Sincerely,

SHARON E. ST. HILAIRE,
Library Director.

URBAN LEAGUE OF EASTERN MASSACHUSETTS, INC.,
Boston, Mass.

Congressman BARNEY FRANK,
U.S. House of Representatives, 1609 Longworth Building, Washington, D.C.

DEAR CONGRESSMAN FRANK: Enclosed is a brief written testimony, offered as part of the record taken at the field briefing, Retirement Income Subcommittee, Select Committee on Aging, U.S. House of Representatives, in Boston, Mass. on February 19, 1982.

I commend your courage, conviction, and immediate action in response to the president's recommendation to eliminate Title V Employment Program from the budget as of September 30, 1982. This issue is of dire importance and consequence to older adults across the nation, and therefore to older adults in the Commonwealth of Massachusetts.

As director of the Title V program for the Urban League of Eastern Massachusetts for the past three (3) years and as the co-chairperson for the Massachusetts state-wide Older Worker Employment Network, I have worked with many groups to ensure that the value and benefit of hiring older workers is raised before older workers themselves, before community members, private sector employers, and those governmental segments that legislate and fund these types of programs for older workers.

This program is still needed; there is still a great work to be done. Due to your diligence and the advocacy of many others, President Reagan will be forced to reconsider for reasons of political expediency if not as a clear result of the evidence that Title V is fiscally sound, free of waste and abuse, and contributes to the economic stability of the country.

Any follow-up in this matter may be directed to myself, in care of the Urban League of Eastern Massachusetts at the above address.

Sincerely,

LYNNE WILLIAMS, *Administrator.*

LYNNE WILLIAMS, URBAN LEAGUE OF EASTERN MASSACHUSETTS

(Testimony offered as part of the record of the field briefing, Retirement Income Subcommittee, Select Committee on Aging, U.S. House of Representatives, held in Boston, Massachusetts, February 19, 1982.)

Congressmen Frank, Markey, and Moakley, my name is Lynne Williams. I direct the Title V, Seniors in Community Service Program of the Urban League of Eastern Massachusetts, funded by the National Urban League through the United States Department of Labor.

I am responding in order to speak out against the pattern that has been developing and has in fact already taken shape on the national front of the nation's government. Under the guise of fiscal responsibility and the elimination of waste, our president is fostering a "new elitism". Under the guise of holding the states, private corporations, and private citizens and even churches more accountable and responsible for responding to the needs of those unemployed, underemployed, or without skills or training, the president is fostering a callous citizenry who may follow his

own bad example for providing resources to those in need. In the last year reported, President Reagan gave less than one percent (1 percent) of his income to charitable institutions and private sector corporations in spite of tax breaks and other incentives are spending even less on training programs and manpower development for those unemployed.

This president has put in place and maintained no aggressive program to halt the rising tide of discrimination due to race or sex, or in this case the real and present evil of age discriminaiton in employment. He is even trying to dismantle those that already exist.

The president proposes to eliminate Title V, the best approach developed to address and decrease age discrimination in employment; the best approach demonstrated to put productive older adults back into the labor force and back on-the-job, older workers who then contribute to the economic stability of their own communities.

Congress has already recognized this in the nearly unanimous vote to extend Title V for three (3) more years. Congress has already recognized that nine (9) out of ten (10) program dollars reach program participants in the form of wages and benefits and that administrative costs are at ten percent (10 percent) and less.

Congress has already recognized that in the past twelve (12) years of its existence Title V has been notably free of fraud and abuse and that it is accomplishing what it was designed to accomplish in a cost-effective and capable manner.

Congress has also recognized that an absence of this program would cause disproportionate cost increases in unemployment, welfare, medicare, and other support programs.

The Title V Senior Community Service Employment Program is not a welfare program but a program designed to open up community service opportunities leading to unsubsidized employment in community settings and the private sector to older people who firmly believe in the work ethic. By all testimony and independent examination it is a tremendous success. Elimination of the program would cause major cutbacks in the important services that help older people stay in their own homes and out of nursing homes. These services are not being funded in other programs.

Here in the Boston-Cambridge area, the Seniors in Community Service Program of the Urban League of Massachusetts has employed more than three hundred and fifty (350) low-income older adults in its three and one half years of existence. The National Urban League sponsors through DOL more than nine hundred (900) slots, twenty-five percent (25 percent) of which participants are placed in unsubsidized employment in the private sector, while the DOL requirement is only fifteen percent (15 percent). Our participants in the Boston-Cambridge area work in more than thirty (30) community and service organizations many of which due to their budget cuts would have to close their doors if our SCSP participants were eliminated from their staffs.

Through Title V older adults have been educated on their own value which has uplifted them and kept them productive, independent, and self-sustaining. Through Title V the personnel and clients of those agencies where Title V workers are employed have seen the value of older adults and older members of the community as they age-integrate the work place. Through Title V a growing number of private sector employers have come to benefit from the cost-effectiveness of hiring older workers and have realized the benefit of experience and maturity.

The success of Title V has been the impetus for other older worker programs state-wide and across the country. As an out-growth of this Title V program, I was able to develop the Seniors in Business and Industry Program here at the Urban League of Eastern Massachusetts which placed older adults directly into the private sector (by-passing subsidized employment), which program further opened the eyes of the city's (Boston's) Employment and Economic Policy Administration (EEPA) and the Commonwealth's Department of Manpower Development, and private sector employers to the valuable employment option that older workers represent and how to go about identifying, preparing, employing and retaining them.

President Reagan needs to take a second look at his politically and fiscally inexpedient move. I trust that with your and your committee's pointing the way, President Reagan will do just that and reinstate Title V in his budget recommendations for fiscal year "82-83".

FIRE DEPARTMENT,
Seekonk, Mass., February 12, 1982.

President RONALD REAGAN,
White House, Washington, D.C.

DEAR HONORABLE SIR: I am sending this letter to you in disbelief that you and your budget people would think of cutting the Senior Aide Program for the elderly.

I may be from the old school in some ways but I try to take care of those who take care of me, not cut their legs off. In this program these people bring top professional know how to many public agencies.

It is a complete insult to the elderly of this country, when a program that does so much for the well being of the people in the program and the country, as this program does, should ever be considered being cut.

I feel that this is the most unjustified budget cut you and yours have come up with yet! As to finding funding for this program, (1) why not cut some of the weekends at Camp David, (2) funding of staff personnel for number one, (3) funding of horse back riding trips and staff personnel to go along.

Why not cut Welfare, we do have a lot of elderly who have given years of work and dedication to their city, town, state and federal government, some of you are there, some of us hope to get there, who may need help, but cut those who do not work or want to work, they do not deserve Welfare unless they work.

Lets get the show together and re-budget the Senior Aide Program just once let us help those who help us.

Very truly yours,

JOHN E. SHAW,
Chief of Department.

FIRE DEPARTMENT,
Seekonk, Mass., February 12, 1982.

Representative M. HECKLER,
2312 Rayburn House Office Building, Washington, D.C.

DEAR HONORABLE M. HECKLER: I am sending this letter to you in complete support of the Senior Aide Program for the Elderly.

I was very disturbed to find out that the powers to be in Washington is for defunding this program. If this should happen you know as well as I do that this Country will not find this program refunded in years to come

It is a complete insult to the elde.ly of this country, when a program like this which is saving local, state and yes, federal agencies thousands of dollars, that one person should think of cutting the program budget!

I would think that a person his age, not cut their legs off. I feel it is time we stopped taking from the elderly, they have given, in some cases, much more than any of us will be able to do in this state and country. Let's get together and support them, we will all be there some day.

The membership of this department is in full support of this program. We ask that you support the program as well.

Sincerely yours,

JOHN E. SHAW,
Chief of Department.

FIRE DEPARTMENT,
Seekonk, Mass., February 12, 1982.

Congressman BARNEY FRANK,
2312 Rayburn House Office Building, Washington, D.C.

DEAR HONORABLE BARNEY FRANK: I am sending this letter to you in complete support of the Senior Aide Program for the Elderly.

I was very disturbed to find out that the powers to be in Washington is for defunding this program. If this should happen you know as well as I do that this Country will not find this program refunded in years to come.

It is a complete insult to the elderly of this country, when a program like this which is saving local, state and yes, federal agencies thousands of dollars, that one person should think of cutting the program budget!

I would think that a person his age, not cut their legs off. I feel it is time we stopped taking from the elderly, they have given, in some cases, much more than

any of us will be able to do in this state and country. Let's get together and support them, we will all be there some day.

The membership of this department is in full support of this program. We ask that you support the program as well.

Sincerely yours,

JOHN E. SHAW,
Chief of Department.

FIRE DEPARTMENT,
Seekonk, Mass., February 12, 1982.

Hon. Senator EDWARD KENNEDY,
109 Russell Senate Building, Washington, D.C.

DEAR HONORABLE SIR: I am sending this letter to you in complete support of the Senior Aide Program of the Elderly.

I was very disturbed to find out that the powers to be in Washington is for defunding this program. If this should happen you know as well as I do that this Country will not find this program refunded in years to come.

It is a complete insult to the elderly of this country, when a program like this which is saving local, state and yes, federal agencies thousands of dollars, that one person should think of cutting the program budget!

I would think that a person his age, not cut their legs off. I feel it is time we stopped taking from the elderly, they have given, in some cases, much more than any of us will be able to do in this state and country . . . Let's get together and support them, we will all be there some day.

The membership of this department is in full support of this program. We ask that you support the program as well.

Sincerely yours,

JOHN E. SHAW,
Chief of Department.

FIRE DEPARTMENT,
Seekonk, Mass., February 12, 1982.

Ms. ESTHER GOLD,
Bristol County Home Care for Elderly, Inc., Fall River, Mass.

DEAR ESTHER: I am sending you this letter in complete support of the Senior Aid Program.

I am very disturbed to hear of the possible defunding of the program for 1983. If this should happen you know as well as I do that this country will not find this program refunded in years to come.

It is a complete insult to the elderly of this country, when a program like this which is saving local, state and federal agencies thousands of dollars, that one person should think of cutting this budget.

I feel that it is time that the congressional delegation of this state and the other states get their act together and sit this man down and show him what is going on in this country.

I would think that a person who is the age he is would want to take care of people his age, not cut their legs off.

For the pay that people in this program are paid it would only take a few less week-ends at Camp David, or a few less week-ends of horse back riding to fund this program.

I not only feel that the elderly in this program should send letters of protest on this matter to the congressional delegation, but every agency that has anything to do with this outstanding program, should step up and tell it just the way it is.

It is time we stopped taking from the elderly, they have given, in some cases, much more than any of us will be able to do in this state and country. Let's get together and support them, we will all be there some day.

I will support this program in any way I can. I feel that this is very unjust to these people who have done so much to help every one they can.

Sincerely yours,

JOHN E. SHAW,
Chief of Department.

ELDER SERVICES OF THE MERRIMACK VALLEY, INC.,
Lawrence, Mass., February 19, 1982.

PRESENTED TO THE TITLE V PUBLIC HEARING HELD AT THE MCCORMICK POST OFFICE BUILDING, BOSTON, MASS., CONGRESSMAN BARNEY FRANK, PRESIDING.

The administration's intention to defund the senior aides program (title V of the Older Americans Act) would have a devastating effect on the elderly employed on this very serviceable program but also on the disabled elderly to whom they have been a most valuable service.

The elder services of the Merrimack Valley employs 100 senior aides and basically in an outreach and service capacity for the over 75,000 elderly over 65 years of age of our service area, many of whom would require some other sort of State or Federal assistance, and at a greater cost, were it not for the services provided by the senior aides. In fact, many would require institutionalization.

Who are these aides?

(1) Some have come from other State of Federal supportive program such as S.S.I., unemployment compensation, even from welfare—and were happy to leave them.

(2) They are all elderly, low-income eligibles.

(3) They are over 55 years of age. The average age in this program is 69 years. 60 of the 100 are over 70 years old. One, in fact, is 89 years old and very active; 82 percent are women, only 18 percent are men.

(4) The majority whom they serve are over 70 years old.

(5) They are paid for 20 hours per week, even though most apply many more hours. They do not work by a time clock. The service is paramount.

(6) Working on this program gives them a sense of need, responsibility, pride, dignity, true service satisfaction.

Should title V be defunded, these elderly senior aides would be forced to enroll in some other State or Federal support program and most likely at a greater cost.

More importantly, the elderly for whom they now provide needed services would still need to be cared for and at a considerably increased cost. The program has been extremely cost efficient.

Respectfully submitted by,

DANIEL MADIO,
Director, Senior Aides of the Merrimack Valley.

FEBRUARY 8, 1982.

Mr. Ronald Reagan,
President, United States,
Washington, D.C.

DEAR MR. PRESIDENT: It has been announced that the 1983 budget cuts include abolition of the Senior Aide Program for the Elderly.

I am employed as a Senior Aide with the Elder Services of the Merrimack Valley (Title V). I am sure that loss of my job would not be nearly as traumatic to me as it will be to those I serve. I am 68 years old but those I serve are in their late 70's, 80's and into the 90's. Many of them are alone, isolated, ill physically—and sometimes mentally due to their loneliness. They have very little family and have lost so many of their friends through death that they do not even have that support. They look for my visits—the chats we have, the airing of their problems, which can be a small thing to us but an insurmountable problem to them. We help them make their decisions, help with their shopping and nutritional needs. Also personal needs such as doctor appointments, fuel assistance, tax abatements and any other problem that is part of their life.

This program should survive the budget cuts if at all possible! We are our brother's keeper! There must be many other non-essential "studies", "consultants", and "research" (such foolish ones as studies of the sex life of bugs or something, that we read of many times), that could be eliminated and cause no trauma as the elimination of the Senior Aide Program would cause the elderly.

Very truly yours,

HELEN N. PALMGREN.

FEBRUARY 15, 1982.

Mr. RONALD REAGAN,
President, United States
Washington, D.C.

DEAR MR. PRESIDENT: I am employed as a "Senior Aide" with the Elder Services of the Merrimack Valley (Title 5) located in Lawrence, Massachusetts 01840.

It has been brought to my attention that the "Senior Aide" program will be cut from the 1983 budget. I am very concerned about what this would do to the elderly clients I serve. If the program should be discontinued they would suffer greatly. They are in their 70's, 80's and 90's, all wish to remain in their houses and live out their lives in dignity and happiness. I believe they have the right to expect this. As a "Senior Aide" I became a trusted friend who listens and tries to help. Their needs vary, sometimes its a wheel chair, or fuel assistance, meals on wheels, a homemaker or home health aide. At times its just a friendly visit that overcomes loneliness.

Without such services their only alternative is a nursing house (sad choice) costing tax payers thousands of dollars more for their care. Please keep the "Senior Aide" program. Your understanding and compassion is very important.

Very truly yours,

LOIS E. MANTY.

TYNGSBOROUGH MULTI SEVICE CENTER,
Tyngsborough, Mass., August 18, 1981.

Mr. DANIEL MADIO,
Director of Senior Aides, Elder Services of the Merrimack Valley, Lawrence, Mass.

Re: Dorothy Foster, Senior Aide, Tyngsborough.

DEAR DAN: Dorothy Foster is to be commended for her dedication, initiative, and expertise in the delivery of services to the mature adults of this Town. She has built a tremendous rapport with all of the clients. Her dedication and empathy makes her an outstanding Senior Aide.

Her knowledge of available resources on the federal, state and local levels and her ability to apply that knowledge makes her a most valuable member of the team.

The most recent case of Helen clearly demonstrates her ability to grasp a situation, act independently, and to utilize all possible resources to resolve a most difficult and complex case.

I am, ideed proud to have her as an asecciate.

Sincerely yours,

ELIZABETH M. KALHAUSER,
Executive Director.

CASE STUDY

MARCH 18, 1981.

Re: Helen, Tyngsborough
D.O.B. 2-13-20.
Note.—Never been married—no family.
Hospitalized.—January 20, 1981 to March 16, 1981—2 months.

On January 20, 1981 Helen arrived at the Multi Service Center obviously gravely ill and in desparate need of attention. I convinced her that she needed to see a doctor immediately—she had no family physician and so I called the Medical Bldg. nearby and reached Dr. Scheldenko who agreed to see her immediately. I got her into my car and to the doctor who confirmed that she indeed needed to be hospitalized pronto. Drove to St. Joseph's and stayed with her until she was admitted and comfortably in bed for the night.

Helen had left her teeth and check book at home and asked if I would bring them to her, also bathrobe and slippers. When I went to her home I was shocked beyond belief. I have dealt with many homes that left a great deal to be desired but this one was unreal. There are no words to describe the condition that I found. A typical recluse—bags and boxes everywhere—to the point that there was no walking room. Filth that cannot be described. The chore service that is available through E.S.M.V. could hardly deal with it.

I contacted the Case manager for a chore team—the manager contacted Helen at the hospital to arrange for a date when she would be at home. In the interim—she received a note from the Home Gas Corp. that they would not deliver any gas until she paid her bill. I was afraid that the pipes would freeze and so I applied for an

Energy Grant on her behalf. She was $457.58 in arrears—I called the gas company and told them that the gas bill would be paid and to please continue to deliver and it would be paid up to $750.00.

She had a cat who was not only her sole companion but also more important kept the mice at bay. It was therefore necessary to keep the cat fed and his litter box clean, on a weekly basis. While I was there twice a week to care for the cat I picked up her mail and saw her in the hospital twice a week.

Her false teeth disappeard in the hospital. After some discussion and argument with the officials the hospital agreed to pay to replace them. I called Dr. Yarid and he agreed to come to the hospital to take care of the matter.

Helen was on unemployment of $106.00 per week which stopped when she was hospitalized—she was not ready or able to take a job. I went to the Welfare office to apply for General Relief and food stamps.

Helen is terminally ill—she will never work again—prognosis is one year at best. Applied for Disability at the Social Security Office but of course she will not be eligible for 6 months and so she will need the general relief in the meantime. I also applied for Medicaid on her behalf.

Helen was to be released from the hospital on a Thursday, March 12. I spoke with the doctor and had her held until Monday the 16th so that I could set her up with Meals on Wheels and also have the chore team in place for Monday. The team could not go in without her being there.

When I went to her home on Friday before her release from the hospital I discovered that she had run out of heat once again. Tried all week-end to reach the emergency numbers but could not get through. Monday morning before I picked her up I had to have the house warm, finally got them to agree to make a quick emergency delivery and I had to be there to let them in to reconnect the furnace. I left there and picked Helen up at St. Joseph's Hospital and brought her home. I stayed with her until Jean Moultenbrey arrived with the Chore Service.

Helen is going to require constant supervision and attention. With no family to help I will continue to do what is necessary for her well being.

It is expected that Helen will return to the hospital in three weeks for further medical attention.

Respectfully submitted,

DOROTHY FOSTER.

CASE STUDY—CONTINUED

JUNE 1, 1981.

Re: Helen Tyngsborough
D.O.B. 2-13-20.
Note.—Never been married—no family.
Hospitalized.—January 20, 1981 to March 16, 1981—2 months; April 15, 1981 to May 4, 1981—Surgery.

Helen was scheduled to return to the hospital on April 12th for surgery—not corrective surgery but only to relieve the constant pain. On April 10th I stopped in to see her on my way home to be sure that she would be alright before the weekend. I found her in tremendous pain. I phoned her doctor to seek advice because she could not be left alone in that condition, the doctor had left for the week-end but because it was an emergency the answering service said they would reach him and get back to me with instructions. At 9:00 p.m. the message got back to take her to St. Joseph's hospital and have her admitted through Emergency. After I got her dressed and packed we headed for the hospital. She was very frightened and apprehensive and so I stayed with her until she was medicated and comfortable for the night (12:30 a.m.) Surgery was performed on April 15th.

At this point in time Helen was without any income since January 20th—her checkbook was depleted—she was absolutely destitute with a total of $35.32—her bills were in arrears and the paper work for General relief was no where near complete. I contacted Lynn McNamara of Dracut Welfare and requested that she visit Helen in the hospital to try to speed things along. I visited Dr. Schaldenko for a complete medical report which he did while I waited. With this report in hand the Welfare Dept. could process the applicaton in 7 days. The checks finally arrived retroactively at $54.00 per week which I put into her checkbook for her bills and picked up her food stamps at the bank. Helen could rest a little more easily with something coming in.

I had applied for Social Security and Disability and S.S.I. on her behalf but felt that if she had to wait the usual 5 months, she may never live to collect it. I discussed the matter with my supervisor who had a contact in Boston at the Office of

Disability Determination. She made a call and we received a special form in the mail which we filed and returned. This contact phoned the doctor and accepted his assurance over the phone and started the process immediately. She is considered disabled retroactive to October which made her eligible immediately.

In the meantime, Helen's roof was leaking in the bathroom, the bedroom and her two closets. I contacted Community Teamwork, Claudine Langlois, explained the situation and on her instruction I got 2 estimates and did the paper work, and the roof was repaired.

Helen's house is slowly but surely reaching the stage where it can be considered in normal condition but it has been an uphill battle. The Homemaker Service and Chore Service through Elder Services of the Merrimack Valley has been invaluable.

On May 4th Helen was discharged from the hospital once again. I picked her up before noon so that her Meals-on-Wheels could begin again, and at 1:00 her homemaker arrived to take over.

Helen's surgery is over and she is under the constant care of her doctor, however at least she isn't worried about the medical bills which are taken care of through Medicaid. She is terminally ill, however her checks are regular, her meals are delivered daily, homemaker services are in place and I feel comfortable with the thought that although she never will be well, her medical bills and her financial burdens are lifted and she is as secure as is humanly possible.

I continue to monitor her regularly so that she is assured that she is not alone.

Respectfully submitted,

DOROTHY FOSTER.

Summary of legal cases processed by paralegals fiscal 1981

Type of problem:	*Number of Cases*
Social security and supplementary security income	114
Medicare—medex	65
Medical—Doctors	17
Wills	60
Consumer	79
Tenant/landlord	74
Welfare	13
Nursing homes	17
Taxes	14
Tax deferrals	1
Tax abatements	16
Housing section 8	15
Property titles	28
Guardianship	7
Conservatorship	16
Harrassments	29
Hill-Burton	2
Fuel emergency	10
Taxes—Income	5
Banks/accounts	11
Others	79
Probate	3
Total number of cases	685

DRACUT COUNCIL ON AGING,
Dracut, Mass., 01826 August 24, 1981.

Mr. DAN MADIO,
LDCR Services, Inc.,
Lawrence, Mass.

DEAR DAN: This is a follow up to my letter of June 2, 1981 on which I reported on a special income Tax Case I had been handling.

On August 20, 1981, client received a check from IRS for 973.00 which covers 858. Plus 63. For penalty paid by client plus 52.00 interest paid to client for 1979 Tax Year.

We are still waiting to hear from the State Tax Office on the amended Tax Report Filed.

You had requested follow up on this will let you know result of State Claim as soon as we hear.

93-582 O - 82 - 17

Needless to say—client is delighted.
Best Regards,

RAY A. MATTE.

DRACUT COUNCIL ON AGING,
Dracut, Mass., June 2, 1981.

MR. DAN MADIO,
Elder Services, Inc.,
Lawrence, Mass.

DEAR DAN: As per your request, I am submitting here with an up to date report on the "special" income tax case I have had the pleasure to be involved in during the past tax season as a vita tax preparer.

On February 12, 1981, while preparing income tax for a client, he spoke to me about his aunt, age 84 and a nursing home patient for last two years. He told me she had her income tax prepared by a paid tax preparer who had been recommended by her attorney. This had cost client one hundred dollars. He further told me she had paid a rather large Federal and State income tax for tax year 1979. She had been a patient in a local nursing home for the most part of that year. He asked me if I would prepare her income tax reports for this taxyear (1980). I consented to do this if he would provide me with copies of her 1979 taxes.

In looking over her 1979 tax returns, I noted that client had paid a Federal tax of $858.00 plus a $63.00 penalty for late filing—(not clients responsibility—since her attorney had been handling her affairs at that time). Client had also paid a Mass. income tax of $1926.00. I then proceeded to prepare her 1980 taxes and by taking the medical deductions allowed for "full time medically neccessary care in nursing home" client had "no tax status" for both Federal and State returns.

As you well know, vita tax preparers do not as a rule get involved in this type situation, and, consequently, not having any 1040X tax forms—I went to both Federal and State income tax office and with the assistance of personnel proceeded to fill out 1979 amended tax returns. As a result, client is slated to receive refunds of $858.00 plus $63.00 penalty which had been assessed for late filing for total of $921.00 from Federal and $795.00 from State income tax.

Prior to clients admission into a nursing home, she had sold a boarding house she had owned and operated for many years. This was her residence as well. The business had been operating at a considerable loss.

During early part of 1979, client became quite ill and eventually had to be institutionalized in a nursing home.

The property was then sold. Her attorney had client make out a check payable to commonwealth of Mass. for tax due on sale in the amount of $5,642.

Upon discovering this, I called the Mass. Dept. of Taxation in Boston to inquire if the once in a lifetime, $100,000 exclusion for people over 55 applied. I was advised that this exclusion went into effect in 1979. I was further advised since client domiciled in this boarding house she may be able to claim partial return of payment made.

I am presently filing a CA–6 tax abatement form in an attempt to recoup part of this large tax payment.

I am not sure if we will be successful since all her (clients) business had been handled by her attorney and he does not appear to be interested in providing us with any information. However, I feel that in view of this attorney's method of handling client's business—we have nothing to lose by filing for an abatement before the 3 yr. statute of limitation expires.

I will keep you informed of the outcome of this "adventure".

Meanwhile, once again, permit me to express my thanks for making it possible for me to be in a position to render assistance to the elderly in so many ways. I had never dreamed I would become so involved and in so many ways—with so many seniors. I'm sure all senior aides will agree this work is most "uplifting".

The senior aide program is *here to stay*—as it must. As far as I am concerned—there are no alternatives.

Gratefully, with best regards—

RAYMOND A. MUTTE.

SUMMARY
OMBUDSMAN REPORTS
ALL AREAS

ELDER SERVICES of the MERRIMACK VALLEY
420 Common Street,
Lawrence, Mass. 01840

FISCAL 1981
1980-1981

		1st Quarter	2nd Quarter	3rd Quarter	4th Quarter	Totals to Date
CLIENT CONTACTED AT						
SECTION No.1 Identify TYPE of CONTACT.	Elderly Housing	1757	2042	1805	2136	7740
	Hospital	499	482	346	418	1745
	Clinic	1125	1110	456	701	3392
	Nursing Homes	4383	3469	4196	4485	16533
	Private Home	3131	3428	3631	3564	13754
	Phone Outreach	2884	1818	2318	1744	8964
	Phone Intake	6957	9437	7691	9204	33290
	Host Agency	1728	2417	1917	2181	8243
	TOTALS	27464	32403	28564	34631	123548
CLIENT'S PROBLEM.						
SECTION No.2 Identify problems indicated by Contacts shown in Sect.1. If none, list as VISITATION ONLY.	S S & S S I.	304	316	334	557	1511
	Housing	452	442	405	597	1896
	Personal Service	2715	2826	2557	2617	10535
	Medical & Doctors	417	847	782	1884	3090
	Nutrition	1488	2277	1876	2136	7577
	Transportation	2023	2897	2309	2958	10187
	Taxes	55	221	644	259	1179
	Legal	146	163	150	214	673
	Welfare	170	203	163	188	724
	Consumer	147	171	113	111	502
	Tenant/Landlord	56	43	56	62	217
	Nursing Home	270	299	486	416	1471
	Homemaker	258	181	173	305	917
	Chore	188	227	165	227	807
	None--Visitation	16888	17353	14765	19567	68415
	Other	2199	3602	4823	3773	13547
	Other					
	Other					
	TOTALS	27464*	32403**	28564*	34631**	123548***
REFERRALS TO						
SECTION No.3 Identify problems referred to others for resolution. SEND CASE LOG REPT.	Home Care	46	86	76	208	416
	Welfare	13	17	19	49	98
	S S Office	7	21	19	47	94
	Legal Office	14	24	21	59	118
	Vet Admin.	2	8	3	13	26
	Medicare/Medex	—		21	21	42
	Town Office	14	25	9	48	96
	Housing Proj.	4	13	6	23	46
	Nursing Homes	1	10	212	223	446
	Other	69	143	42	254	508
	TOTALS	170	347	428	945	1890

*These totals must agree with each other.
**These totals must agree with each other.
***These totals must agree with each other.

BRIGHTON, MASS., *February 10, 1982.*

DEAR REPRESENTATIVE FRANK: I am writing to implore you to do what you can to continue the Title V Senior Aide Program. To stop this program would put Senior Citizens back into a way of life that is not conducive to retain our feeling of independence, dignity and of course would be financially disastrous.

We are not asking for charity, only for the right and help to work and earn our way as long as we can. By working on the Senior Aide Program we have gotten into the habit of eating. Please allow us to continue.

Have you ever gone into a super-market to buy the bare necessities and at the end of your shopping had to put some of the food back because you could not afford it.

Since I have been working for the Senior Aide Program I have been able to live like a human being. I wish that those who are cutting so many of the Senior Citizen Programs would realize that we are human beings and not just statistics.

Are we being punished for living too long? Please help us to get this program put back in the budget. It is the difference between living and just existing. We want to help ourselves and to be good, healthy citizens with an aim in life.

God bless you in all of your aims.

Sincerely yours,

ROSE S. LEVIN.

P.S. What can you and what will you do?

THE COMMONWEALTH OF MASSACHUSETTS,
DEPARTMENT OF ELDER AFFAIRS, 38 CHAUNCY STREET,
Boston, Mass., February 19,1982.

TESTIMONY SUBMITTED BY WILLIAM L. JACKSON TO THE HOUSE SELECT COMMITTEE ON AGING

CONGRESSMAN BARNEY FRANK: My name is William L. Jackson. I am the director of the Title V Senior Community Service Employment Program at the Department of Elder Affairs.

In this capacity, I have the responsibility of overseeing the administrative duties and fiscal responsibilities, assuring the orderly administration of the Title V program. At the present time, our Grant from the Department of Labor is in the sum of $1,662,000. This will provide 52 weeks of work for 324 permanent enrollees and an additional 17 temporary enrollees for the same period of time. These funds will pay a weekly salary of $74.00 per person a week.

In addition to the weekly salary, each enrollee permanent or temporary, would receive fringe benefit coverage which consists of F.I.C.A. unemployment compensation, workman's compensation, health insurance, physical examination, and transportation reimbursement. This distinguishes between an older worker earning their way and an older person accepting any form of a handout.

Of the number of people who are presently in this program, 256 work at agencies providing services to the older community and 104 work at agencies providing assistance to the general community; 292 are females, 68 are men. The average educational level achieved by the enrollees is High School graduate with 27 who received higher than a 4 year College degree. Of this total number, 289 are below poverty income and the difference is within the 125 percent margin. The average age of our enrollees is 71 years.

The Department of Elder Affairs subcontracts its Grant from the Department of Labor to 17 agencies across the State without duplicating any of the efforts by national contractors that are presently operating within the State.

Our subcontracts are with: Berkshire Home Care, Baypath Home Care, Chelsea/Revere/Winthrop Home Care, Holyoke/Chicopee Home Care, Franklin County Home Care, Mystic Valley Home Care, South Shore Home Care, King Philip Home Care, Somerville/Cambridge Home Care, North Shore Home Care, West Suburban Home Care, Highland Valley Home Care, Western Mass. Association of Councils on Aging, South Plymouth County Association of Councils on Aging, Gray Wolf, Inc., Region II Area Agencies on Aging.

Congressman Frank, I urge you and all of your colleagues in the House to stand fast on your vote for the extension of the Older Americans Act, and further encourage you and Congress to appropriate the original $277.1 million for fiscal year 1982, and the retention of the forward funding for the Title V program.

In the name of the 1500 Title V participants here in Massachusetts, and the 54,000 country-wide, I say Thank you for your support in this matter and pray that you continue to wage the good fight.

STATEMENT BY MAX HARRELSON, DIRECTOR OF NEW ENGLAND GREEN THUMB

Green Thumb, Inc., is the largest of the national contractors involved in the administration of the Senior Community Service Employment Program (SCSEP) under Title V of the Older Americans Act. It now has programs in 45 states, Puerto Rico and the District of Columbia and employs 18,000 low-income men and women over 55 years of age.

Sponsored by the National Farmers Union, Green Thumb started in 1965 in four states with a total enrollment of 280 workers authorized under the Economic Opportunities Act. Under terms of its successive grants, it restricts its operations to rural areas.

Green Thumb began operating in New England in 1977. It now has 345 authorized slots in Massachusetts, New Hampshire, Connecticut, Maine and Vermont. Eighty-six percent of our enrollees in New England have incomes below the poverty level. Seventy-one percent are female.

Most of our workers are single individuals--widows or widowers--many of whom had been out of work for as long as five or ten years. Some had lost confidence in their ability to do useful work. Some have scant education and limited skills. Only about 50 percent of them are high school graduates. Some are physically handicapped. They were eager to work, but often they expressed doubts that anybody would want them. Of course, not all were in this category. A substantial number had valuable skills that were going to waste. Some are former teachers, bookkeepers, secretaries, singers, musicians, artists, mechanics, administrators, carpenters, painters, writers and practical nurses--to name a few. One of the surprising things is the number of individuals over 70 who applied for work under the Green Thumb program. Another was

the readiness of qualified community agencies to accept workers at this age level.

The Senior Community Service Employment Program has not only enabled these men and women to live without turning to welfare, Supplemental Social Security, food stamps and other forms of public assistance; it has opened up new avenues of activity which restored their sense of self-worth and usefulness. Elimination of this program would have a devastating effect on the thousands of SCSEP enrollees both financially and on their morale. There is no doubt that many of them would be forced to turn to some form of public assistance--even though they would much prefer to work.

Quite apart from these effects on the workers, elimination of the Title V programs would have a very damaging impact on the services they are now providing to their communities through the non-profit agencies to which they are assigned. In New England, for example, Green Thumb enrollees are now working as teacher's aides, library aides, secretaries, mechanics, drivers for senior vans, drivers for meals-on-wheels, custodians, maintenance, weatherization specialists, friendly visitors, senior center aides, day care aides, re-habilitation aides, parks and recreation attendants and in other similar capacities. Most of our workers in New England are employed in individual assignment--in contrast with crew assignments in some other regions--and are serving in more than 100 communities, often only one or two to a community. Without these workers, many agencies will have to curtail or suspend valuable community services.

I want to mention briefly one additional aspect of our program: effort to transfer our workers into unsubsidized jobs. Some 15 percent

of our enrollees each year are moving off the program into other paid employment partly because of the job training they received and partly because of our assistance in finding work for them. We believe this is noteworthy in view of the fact that our enrollees are the most economically disadvantaged.

Because of its rural orientation and its limited number of slots, Green Thumb does not operate state-wide in any of its five New England states. The following table shows our enrollment and budgeted expenditures for the current contract period by Congressional Districts:

CONNECTICUT			
1st Dist.	Barbara Kennelly	$ 15,000	3 workers
2nd Dist.	Samuel Gejdenson	$230,000	46 workers
MAINE			
1st Dist.	David Emery	$185,000	37 workers
MASSACHUSETTS			
1st Dist.	Silvio Conte	$485,000	97 workers
2nd Dist.	Edward Boland	$270,000	54 workers
3rd Dist.	Joseph Early	$170,000	34 workers
4th Dist.	Barney Frank	$160,000	32 workers
NEW HAMPSHIRE			
1st Dist.	Norman D'Amours	$160,000	32 workers
2nd Dist.	Judd Gregg	$265,000	53 workers
VERMONT			
At Large	James Jeffords	$115,000	23 workers

I am not dealing with the contributions of the other Title V Prime Sponsors except to say that most of them have much larger programs in New England than Green Thumb. The total Title V operation in New England is some ten times that of Green Thumb. Our operations are coordinated with the other Prime Sponsors in each of our five states and there is no duplication of effort.

WHAT NEW ENGLAND THINKS ABOUT GREEN THUMB

NEW ENGLAND GREEN THUMB

P.O. BOX 329
5 SUMMER DRIVE
WINCHENDON, MA 01475
(617) 297-1556

THE GREEN THUMB PROGRAM

GREEN THUMB IS A SENIOR COMMUNITY
SERVICE EMPLOYMENT PROGRAM
FUNDED UNDER TITLE V OF THE OLDER
AMERICANS ACT

It began in 1965 as a dream, to use the skills of older poorer farmers to perform beautification of America by planting trees and cleaning highways. It started small, in four states with 280 workers. And it grew. Today the Green Thumb program is in 45 states, Puerto Rico and the District of Columbia, employing some 16,000 workers. The workers are engaged in various types of services from home weatherization to food distribution to para-medics to rural transportation coordinators. Untold thousands have benefitted from the services performed by Green Thumb workers who work for public or non-profit host agencies. The program constantly seeks to upgrade the skills of its workers and expose them to new skills. The final goal of Green Thumb is to place its workers into unsubsidized employment in the private sector. To qualify for enrollment in the program, applicants must be 55 years of age or older, fall below federal income guidelines and pass a medical examination. Green Thumb first came to New England in 1977. It now operates in Connecticut, Maine, Massachusetts, New Hampshire and Vermont with a total enrollment of 345.

FROM THE FILES OF GREEN THUMB

Following are excerpts from letters reflecting what host agencies and enrollees think of the program:

From John Fisher, executive director, Hampshire Community Action Commission:

"Just a letter to let you know how much we appreciate Green Thumb for providing Hampshire Community Action Commission with Anne Kloc, Elizabeth Langlais, Madeline McCurry and Harry Johnson.....HCAC is one hundred percent behind the Green Thumb program and its continued operation."

/////

From Evelyn Applegate, Southbridge (MA) who retired after three and a half years with Green Thumb:

"I can never thank Green Thumb enough for what they have done for me. It opened up a world of friends and the pleasure of helping others....."

/////

From Thomas H.D. Mahoney, Secretary of Elder Affairs, Commonwealth of Massachusetts:

"Thank you for all the work of New England Green Thumb in focusing on the needs and concerns of the rural elderly for the 1981 White House Conference on Aging."

/////

From James S. Weigel, Library Media Specialist, Killingly Junior High School, Danielson (CT):

"This letter is being sent to you as a sign of my gratitude for having the services of Mrs. Lena Pacheco.....Our program is very dependent on her services. Without her, our level of service would decline drastically.....We love having Mrs. Pacheco with us. She is one of the family."

/////

From Jonathan Otto, director, Good Health Center, Ludlow (VT):

".....It is safe to say that hundreds of vital health-related trips to medical facilities of all kinds simply would not have been possible for many needy people were it not for the Green Thumb van driver you provide. And what a grand lady Mary Colbeth is to have on our staff!! To so many isolated folks she is the main link to the world beyond their homes, and a key factor in their ability to remain out of nursing homes....."

/////

From Green Thumber Clayton Shute, Sanford (ME):

"Just a note to tell you how much I enjoyed my first seminar. I was unable to attend the others on account of my legs, but now I have crutches so it makes it possible for me to attend. Green Thumb has been a God-send to me as my Social Security isn't that large.....I'm 100% disabled, osteo-arthritis and bladder cancer.....but I prefer to work a few hours a day, as I've worked all my life and have enjoyed it."

/////

From Betty Schesser, executive driector, Cheshire County (NH) Chapter, American Red Cross:

"I am sending this letter to let you know how very much I appreciate Green Thumb in making it possible for us to have Eileen Tynan in the Red Cross office.....I don't know what I would do without her....."

/////

From Edward T. Morehouse, president and Thomas Rathbun, executive director, Southern Berkshire Community Action, Great Barrington, (MA):

".....Please accept our gratitude for sending your Green Thumbers to Community Action. Like a vintage wine, they are living proof that aging is an asset....."

/////

From Agnes Groeger, former enrollee in the Green Thumb Rural Transportation Program, Newport, (VT):

"I would like to thank the Green Thumb Program for having given me the opportunity to work again after thirty-nine years being a housewife and mother. The job came at a time when I needed a new interest, having just lost my husband and an elderly aunt who lived with me. I not only gained financially, but also regained self-confidence through contact with the public."

/////

From James J. O'Neil, Jr., superintendent-director, Franklin County (MA) Technical School:

"I want to commend Green Thumb for the very successful program that you have supervised at our school. Your client, Mr Nelson Gagne, has been inspirational to all of us.....He is a credit to himself and your organization. I certainly hope that the program continues to operate as effectively in the future as it has in the past."

/////

From Cheryl Anzaldi, librarian, Southeast Elementary School, Leominster (MA):

"It is a pleasure to be working with one of your employees Mrs. Catherine Cote, in Southeast Elementary School in Leominster. Her work is above and beyond my expectations of a library aide.....I would like to commend your program and hope that it continues in its worthwhile cause to hire older citizens....."

/////

From Daniel L. Labato, Acting Police Chief, City of Northampton (MA):

"I would like to take this opportunity to commend the Green Thumb Program. This program has become a valuable asset to the community and a benefit to the elderly..... I hope this program is continued."

/////

From Paula Cykowski, director, Easthampton (MA) Community Center:

"Just a short note to tell you how pleased we are with the work of Bill Hubert. He is very dependable, a hard worker and gets along fine with everyone in the Center. He is always willing to help whenever needed. We feel very fortunate to have him with us."

/////

From Dwain Robbins, principal, Primary Schools, Northbridge:

"I am writing to express my sincere appreciation to Green Thumb in general for their program and for Mrs. Columbia Brennan in particular for the significant contribution made to the Plummer School.....I think Green Thumb is an excellent idea. Green Thumbers bring a maturity, skill and a work commitment which has been somewhat diminished in recent generations. People in this age bracket are somewhat of a 'national treasure'; it's a shame that their services are not more extensively used....."

/////

From Denise Hassett, operations manager, Sullivan County (NH) Transit Systems:

"Just a letter to let you know of our satisfaction and complete content with our Green Thumb workers. We want to thank you for the three additional enrollees, our newest drivers, Joseph Johnson and James Fish, and our very handy preventive maintenance man, Raymond Richardson. They are an invaluable asset to our transportation program. All of our Green Thumbers including Earl Decoteau, Beatrice Delorier, Alice Rock, Geraldine Hazelton and Florence Butterfield are a joy and a blessing to work with. These people are independent, reliable and always willing to work when needed. Our program needs these people to exist financially and to maintain the proper level of service."

/////

From the Council on Aging, Williamstown (MA):

".....We have been extremely pleased with your workers, Kay Garbish and Eva Chapin, and would have to curtail some of our elderly services without their efficient and generous cooperation....."

/////

From Superintendent of Schools, Dr. Louis S. Josselyn, Sandisfield (MA) to Green Thumber Harry Genung:

".....May I compliment you and thank you very much for what you have done to beautify the school and make the school a real beauty spot in the town.....

/////

From Peter A. Garafoli, plant superintendent, Clinton Hospital, Clinton, (MA):

"The Green Thumb program from my personal observation is one of the most successful programs we have and the funds used are for a very meritorious purpose....Non-profit organizations such as ours are most appreciative of this service. In my opinion one of the most important aspects of the program is the feeling it gives senior citizens of self-worth and accomplishment. It is a real morale booster and makes them feel they are still productive and capable of making a contribution to society....."

/////

From Carroll K. Dunham, principal, Hinsdale (NH) Elementary School:

".....In my opinion Green Thumb is providing much needed financial security and a sense of dignity and worth to elder Americans. This is far preferable, as I see it, to outright doles and direct welfare programs which may provide money but strip elders of their dignity and need for being useful individuals."

/////

From Catherine Melan, program coordinator, Housing Authority of the Town of Vernon (CT):

".....Until Marjorie Edwards came to assist me, I was running the program alone. She has become a very valuable asset to me and the program. Because of her, I am able to do a better job and run a very efficient program. Whenever I have the opportunity, I let it be known that this office would not run as well as it does if it were not for Marge and the Green Thumb program providing us with her."

/////

From Tax Collector Patricia A. Deno, Warren (MA), to the Warren Council on Aging:

"The Green Thumb Program is represented in the Tax Office in the person of Mary Tirrell.....I have come to depend upon the conscientious manner in which she performs her job. She brought her knowledge and dedication to the office with her. She volunteers many hours during the year, with no compensation. We have become very good friends and co-workers."

/////

From Green Thumber Ruth Cormier, a friendly visitor under the direction of Consumer Advocates for Better Care:

".....I visit three nursing homes and six rest homes. No one will ever know the feeling when I walk into these homes and they call me by name, reach out just to be touched, to just sit and listen to them. Maybe they tell the same thing fifty times. This is okay. I can listen, to see them smile, cry and put their arms around me. Money cannot buy this..."

/////

From the Booth and Dimock Memorial Library, Coventry (CT):

"Thank you very much for giving us an opportunity to participate in the Green Thumb Program. You are to be commended for the fine service that is provided both to the Green Thumbers and to those who provide their work sites. In particular, I wish to advise you of the fine job that Eleanor Belbot has been doing for us....."

/////

From Anne M. Hackett, head librarian, Bigelow Free Public Library, Clinton (MA):

"Just a short note to tell you how grateful we are to have our Green Thumber, Sarah (Sally) Toole working for us. We don't know how we'd operate as well as we do without Sally. It's wonderful having our senior citizens still such an active part of the work force. On behalf of the entire library staff, thank you for allowing the library to participate in such a worthwhile program."

/////

From former Green Thumber Lillian Rawlings, Lee (MA):

"I want to thank you ever so much for all your help in trying to find me a full-time job. You probably have already heard that I am now a full-time employee at J.I. Moynihan and Associates in Lee. I really don't know what I would have done without Green Thumb because that is all the income I had for almost two years. It was really tough going and there were times when I really wanted to give up. But Green Thumb seemed to have pulled me through and there are no words to express my deep, sincere appreciation...."

/////

From Inger Bolduc, executive director, Longmeadow (MA) Council on Aging:

"....Green Thumb should be proud indeed in their ability to provide employment to capable older Americans and at the same time provide their skills in such needed areas as the Council on Aging....May we hope this program will not only be funded adequately, but be expanded....."

/////

3

APPENDIX III

ASTORIA, N.Y., HEARING OF FEBRUARY 2, 1982

JACKSON HEIGHTS, N.Y., *February 22, 1982.*

YOUR HONORS: I live in Jackson Heights and am a constituent of Congressman Benjamin Rosenthal. I have been receiving mail from you for two years now. I have followed your record and you have always shown concern for the elderly. Only two weeks ago I received your Handbook for Older Americans which contains extremely valuable information explaining what resources are available to the elderly.

We are gathered here today to protest the budget cuts to eliminate Title V of the Older Americans Act. This is a federal job program for the aged. This program pays $3.75 an hour for 20 hours a week work and affects the lives of almost 5400 older American workers, as well as those they service.

As someone who formerly was on this program I can attest to the fact that this little job was a life-saver for me.

Before I had this job I had to think twice before I would spend 25¢ on a daily newspaper. Your honors, do you know what it is like to have to live like this? Think about it! The Title V program is like oxygen to those of us who need it. It gives us a little breathing space.

I am by no means an economist but, to bring this program to an end means these workers will go on unemployment insurance—when that runs out they will go on welfare. This means our government will have to put out for this—so where is the savings? Also what will become of the frail elderly who are serviced by our outreach workers? They will be put in nursing homes, at further cost to our government. So I ask again—where is the savings to our government?

It is an outrage! In this, the greatest country in the world—our leaders show such a lack of humaneness for those people who need at most.

There is a mistaken notion in the country that as we grow older we are ready to be dumped on the garbage heap. I can testify to the fact that most of us—as we grow older—have grown and developed and grown wiser, and refuse to be dumped.

I was raised to believe it was a crime to kill! I didn't know it was a crime to get old!

I beseech you to go back to your colleagues in Washington and do all in your power to convince them that this program must be saved!

ROSE ROTHBART.

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